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LEGISLATIVE HISTORY

Public Law 88-444

H. R. 11611

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## INDEX AND SUMMARY OF H. R. 11611

June 16, 1964 Rep. Holland introduced H. R. 11611, which was referred to the House Education and Labor Committee. Print of bill as introduced.

June 25, 1964 House committee voted to report H. R. 11611.

July 2, 1964 House committee was given until midnight July 9 to file a report on H. R. 11611.

July 20, 1964 House committee reported H. R. 11611 with amendments. H. Report 1554. Print of bill and report.

July 21, 1964 House passed H. R. 11611 under suspension of the rules.

July 22, 1964 H. R. 11611 was referred to Senate Labor and Public Welfare Committee. Print of bill as referred.

July 28, 1964 Senate committee voted to report (but did not actually report) H. R. 11611.

July 30, 1964 Senate committee reported H. R. 11611 with amendments. S. Report 1268. Print of bill and report.

July 31, 1964 Senate passed H. R. 11611 as reported.

Aug. 5, 1964 House concurred in Senate amendments.

Aug. 18, 1964 Approved: Public Law 88-444.



## DIGEST OF PUBLIC LAW 88-444

### COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS.

Provides for the establishment of a National Commission on Technology, Automation, and Economic Progress composed of 14 members appointed by the President to undertake a broad assessment of the impact of technological change and automation upon production, employment, and communities. Establishes a Federal Interagency Committee consisting of representatives from specified departments and agencies, including the Department of Agriculture, to serve the Commission in an advisory and liaison capacity.









# H. R. 11611

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## IN THE HOUSE OF REPRESENTATIVES

JUNE 16, 1964

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

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## A BILL

To establish a National Commission on Technology, Automation,  
and Economic Progress.

1 *Be it enacted by the Senate and House of Representa-*  
2 *tives of the United States of America in Congress assembled,*  
3 That Congress finds it imperative to accelerate the national  
4 effort to—

5 (a) identify and assess the past effects and the  
6 current and prospective role and pace of technological  
7 change;

8 (b) identify and describe the impact of technologi-  
9 cal and economic change on production and employment,  
10 including new job requirements and the major types of  
11 worker displacement, both technological and economic,

which are likely to occur during the next ten years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values;

(c) define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs;

(d) assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs;

(e) recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (1) to support

and promote technological change in the interest of continued economic growth and improved well-being of our people, (2) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and (3) to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

SEC. 2. In order to carry out the objectives of this Act there is hereby established the National Commission on Technology, Automation, and Economic Progress, hereinafter referred to as the "Commission".

SEC. 3. The Commission shall be composed of fourteen members appointed by the President, by and with the advice and consent of the Senate, from among persons outside the Government with a competency in the areas to be dealt with by the Commission. The Commission shall be broadly representative and shall include not less than four members drawn equally from labor and management. One of such members shall be designated by the President as Chairman of the Commission. Eight members of the Commission shall constitute a quorum. Any vacancy in the Commission shall not affect its power, but shall be filled in the same manner in which the original appointment was made.

SEC. 4. The Commission shall make a comprehensive and impartial study and make recommendations from time



1 to time as needed for constructive action in the areas design-  
2 nated in section 1 of this Act.

3 SEC. 5. Members of the Commission appointed from  
4 outside Government shall each receive \$100 per diem when  
5 engaged in the actual performance of duties of the Com-  
6 mission.

7 SEC. 6. There is hereby established a Federal Inter-  
8 agency Committee consisting of the heads of the Depart-  
9 ments of Agriculture, Labor, Commerce, Defense, Health,  
10 Education, and Welfare, and the National Aeronautics and  
11 Space Administration, and the Chairman of the Council of  
12 Economic Advisers, and the Director of the Office of Science  
13 and Technology, and the Chairman of the Atomic Energy  
14 Commission, or their designees, to advise the Commission and  
15 to maintain effective liaison with the resources of such  
16 Departments and agencies. The Secretary of Labor and the  
17 Secretary of Commerce shall serve as Cochairman of the  
18 Committee.

19 SEC. 7. (a) The Commission shall have power to ap-  
20 point and fix the compensation of such personnel as it deems  
21 advisable, without regard to the provision of the civil service  
22 laws and the Classification Act of 1949, as amended. In  
23 addition, the Commission may procure temporary and inter-  
24 mittent services to the same extent as is authorized for the  
25 departments by section 15 of the Act of August 2, 1946

1 (60 Stat. 810) , but at rates not to exceed \$75 per diem for  
2 individuals.

3 (b) The Commission is authorized to appoint an execu-  
4 tive secretary to oversee the work of the staff under the  
5 general direction of the Commission.

6 SEC. 8. All members and other personnel of the Com-  
7 mission shall be reimbursed for travel, subsistence, and neces-  
8 sary expenses in accordance with law.

9 SEC. 9. The Department of Labor shall provide the  
10 Commission necessary administrative services (including  
11 those related to budgeting, accounting, financial reporting,  
12 personnel, and procurement) for which payment shall be  
13 made in advance, or by reimbursement, from funds of the  
14 Commission in such amounts as may be agreed upon by the  
15 Commission and the Secretary of Labor.

16 SEC. 10. (a) The Commission, or on the authorization  
17 of the Commission, any subcommittee or panel thereof, may,  
18 for the purpose of carrying out its functions and duties, hold  
19 such hearings and sit and act at such times and places as the  
20 Commission or such subcommittee may deem advisable.

21 (b) For the purpose of any hearing or inquiry con-  
22 ducted by the Commission, subcommittee, or panel thereof,  
23 the provisions of sections 9 and 10 of the Federal Trade  
24 Commission Act of September 16, 1914, as amended (15  
25 U.S.C. 49, 50) , are hereby made applicable to its jurisdic-

tion, powers, and duties except that the provisions of section 307 of the Federal Power Commission Act shall apply with respect to grants of immunity.

SEC. 11. The Commission is authorized to negotiate and enter into contracts with private organizations to carry out such studies and to prepare such reports as the Commission determines to be necessary in order to carry out its duties.

SEC. 12. The Commission is authorized to secure directly from any executive department, agency, or independent instrumentality of the Government any information it deems necessary to carry out its functions under this Act; and each such department, agency, and instrumentality is authorized and directed to cooperate with the Commission and, to the extent permitted by law, to furnish such information to the Commission, upon request made by the Chairman.

SEC. 13. The Commission shall submit a final report of its findings and recommendations to the President and the Congress by January 1, 1966. The Commission shall cease to exist thirty days after submitting its final report.

SEC. 14. There are hereby authorized to be appropriated to the Commission, out of any money in the Treasury not otherwise appropriated, such sums not in excess of \$2,000,000, as may be necessary to carry out the provisions of this Act.





**H. R. 11611**

**A BILL**

To establish a National Commission on Technology, Automation, and Economic Progress.

By Mr. HOLLAND

JUNE 16, 1964

Referred to the Committee on Education and Labor





June 25, 1964

11. MEAT IMPORTS. Received a La. Legislature resolution urging Congress "to take immediate action to stop the importation of foreign meat into this country." p. 11557  
Sen. Hruska inserted Nebr. Stock Growers Assoc. resolutions favoring restrictions on beef imports, labeling of foreign imported beef, inspection of imported beef at point of origin, and an investigation of the domestic marketing of beef. p. 14657
12. TOBACCO. Sen. Robertson inserted and criticized the FTC rules on advertising standards for cigarettes. pp. 14576-7
13. STOCKPILING. Received the report of the Joint Committee on Reduction of Non-essential Federal Expenditures on Federal stockpile inventories as of April 1964, including CCC commodity inventories. pp. 14557-66
14. AIR POLLUTION. Sen. Muskie inserted an article discussing dangers of air pollution. pp. 14569-70
15. AREA REDEVELOPMENT. Sen. Muskie inserted a statement by the Administrator of the Area Redevelopment Administration in reply to criticism of ARA in a recent Reader's Digest article. pp. 14570-5
16. LANDS. Passed as reported S. 2082, to authorize the Secretary of the Interior to accept transfer of about 4,420 acres of land in the Everglades National Park from the Administrator of the Farmers Home Administration. p. 14580  
Passed without amendment H. R. 5514, to direct the Secretary of the Interior to sell a tract of public land to the Kaibab Lumber Co., Ariz. (this includes a parcel of National Forest land). This bill will now be sent to the President. p. 14580
17. ELECTRIFICATION. Sen. Neuberger expressed concern that proposals for transmission line interties between the Pacific Northwest and the Southwest may not contain provisions for Federal construction and ownership and urged public hearings on the matter. p. 14583
18. CONTRACTS. Sen. Bartlett expressed his support of H. R. 6041, to amend the Davis-Bacon Act so as to include fringe benefits in the Labor Department's calculation of prevailing wages paid by Federal construction contractors. pp. 14594-6
19. NATIONAL PARKS. Sen. Yarborough inserted an editorial, "Overcrowding Threatens Nation's Park Systems." pp. 14598-9
20. EDUCATION. Sen. Morse urged enactment of legislation to increase Federal aid to schools in federally impacted areas. pp. 14608-20
21. LEGISLATIVE PROGRAM. Sen. Humphrey stated that the public debt limit bill and the military construction authorization bill will be considered today, Fri., and that the Senate will not meet on Sat. p. 14653.

HOUSE

## Agriculture

22. LOANS. The / Committee reported without amendment H. R. 7073, to amend the Consolidated Farmers Home Administration Act so as to increase the limitation on the amount of loans which may be insured under Sec. 308 (H. Rept. 1517) p. 14553

23. INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1965. Disagreed to Senate amendments to this bill, H. R. 10433, and appointed conferees. Senate conferees have already been appointed. p. 14458
24. APPROPRIATIONS. The Appropriation Committee reported without amendment H. R. 11812, making appropriations for foreign assistance and related agencies for the fiscal year ending June 30, 1965 (H. Rept. 1518) (p. 14553). At the request of Rep. Smith, Va., the Rules Committee was given until Mon. to file a privileged report waiving certain points of order on this bill (p. 14499).
25. AREA REDEVELOPMENT. Rep. Talcott criticized the area redevelopment program and inserted an editorial stating that the program has made "no real impact" on the "areas that need it most." pp. 14498-9  
amendment
26. STOCKPILING. Passed without / H. R. 11004, to authorize the sale, without regard to the six-month waiting period prescribed, of zinc proposed to be disposed of pursuant to the Strategic and Critical Materials Stock Piling Act. p. 14489
27. POVERTY. Rep. Frelinghuysen urged a thorough Rules Committee hearing on the proposed poverty bill (pp. 14495-6).  
Rep. Cleveland inserted an editorial implying that the people in N.C.'s Appalachia area "do not know they are poverty stricken" (pp. 14496-7).
28. MEAT INSPECTION. Received from this Department a proposed bill to provide for financing meat and poultry inspection on a fees basis and authorize the establishment of management funds into which fees and charges can be deposited and be available for use in meeting the costs of these programs; to Agriculture Committee. p. 14553
29. ELECTRIFICATION. Received from GAO a report on an "examination of a public utility contract relating to facilities leased to provide electric power for the Agricultural Research Center, Beltsville, Md." p. 14553
30. TRANSPORTATION. Passed with amendment S. 6, the urban mass transportation bill, H. R. 3881, a similar bill, which had been passed previously with amendments, was tabled after S. 6 was amended to contain the House-approved language. pp. 14462-87
31. CREDIT UNIONS. Rep. Patman inserted his recent speech on legislative developments as they pertain to Federal credit unions. pp. 14546-8
32. AUTOMATION. The Education and Labor Committee voted to report (but did not actually report) H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. p. D511
33. LABOR STANDARDS. The General Subcommittee on Labor of the Education and Labor Committee ordered reported to the full committee H. R. 9824 (amended), to extend the Fair Labor Standards Act (a clean bill to be introduced). p. D511
34. LEGISLATIVE PROGRAM. Rep. Boggs announced that on Tues., June 20, and the balance of the week, the foreign aid appropriation bill, and the resolution to provide for the concurrence of the House in the Senate amendment to the civil rights bill will be considered. p. 14487
35. ADJOURNED until Mon., June 29. p. 14487







17. ADJOURNMENT. Adjourned until Mon., July 6 (p. 15336). Both Houses agreed that upon adjournment July 2, the House would be in recess until July 20, and that upon adjournment July 10, the Senate would be in recess until July 20. pp. 15304, 15366, 15379

## HOUSE

18. WATERSHEDS. The Public Works Committee approved watershed projects for Hiawassée River, Ga.; Muddy Creek, Kan.; Presque Isle Stream, Maine; and West Fork Duck Creek, Ohio. p. 15337
19. CIVIL RIGHTS. By a vote of 289 to 126, agreed to Senate amendments to H. R. 7152, the civil rights bill (pp. 15337-65). Later in the day this bill was approved by the President. Approved July 2, 1964 (Public Law 88-352).
20. FOOD STAMPS. Rep. Cooley asked consideration of H. R. 10222, the food stamp bill, but Rep. Williams objected. p. 15373
21. AUTOMATION. The Education and Labor Committee was given until midnight July 9 to file a report on H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. pp. 15373, 15375
22. CONTAINERS. The Interstate and Foreign Commerce Committee was given until midnight July 11 to file a report on H. R. 5673, to prohibit the introduction into interstate commerce of any shipping container manufactured in the U. S. from imported steel unless the container is marked so as to indicate the country of origin. p. 15379
23. FARM PRICES. Rep. Berry criticized this Department for the drop in farm prices, stating that the parity ratio "fell to a 25-year low" last month. p. 15408
24. AREA REDEVELOPMENT. Rep. Talcott urged Congress to investigate ARA techniques and criticized the power of the Secretary of Commerce in "designating areas for eligibility." p. 15409
25. FARM LABOR. Rep. Talcott stated that experiments to replace Mexican farm labor in Calif. are not working well and cited specific cases. p. 15409
26. OPINION POLL. Rep. Foreman inserted the results of an opinion poll including various items of interest to this Department. p. 15413-14
27. POVERTY. Rep. Ashbrook criticized the proposed Economic Opportunity Act and inserted two articles discussing its provisions and urging more study on the program. pp. 15414-15
28. APPALACHIA. Reps. Cramer and Schwengel criticized the proposed Appalachian Regional Development Act. pp. 15426-8, 15443-4
29. WILDERNESS. The Interior and Insular Affairs Committee reported with amendment H. R. 9070, to establish a National Wilderness Preservation System (H. Rept. 1538). p. 15447

30. ELECTRIFICATION. The Interstate and Foreign Commerce Committee reported with amendment H. R. 9752, to preserve the jurisdiction of the Congress over construction of hydroelectric projects on the Colorado River (H. Rept. 1544). p. 15447
31. MINERALS. A subcommittee of the Interior and Insular Affairs Committee voted to report to the full committee H. R. 8960, with amendment, to promote the development of coal on the public domain. p. D548
32. BUDGET; ECONOMICS. Rep. Curtis inserted his letter to Dr. Walter Heller, Chairman of the Council of Economic Advisers, asking questions about the "administration's assertion that its fiscal program would provide a greater net fiscal stimulus to the economy this year" and Dr. Heller's reply. pp. 15386-8
33. LEGISLATIVE PROGRAM. Rep. Halleck announced that on Tues., July 21, the Consent and Private Calendars will be read and that several bills will be considered under suspension of the rules, including H. R. 11438, the Alaska relief bill; H. R. 1341, safety standards for Federal vehicles; and H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress; and that during the balance of the week H. R. 3846, to establish a land and water conservation fund, will be considered. p. 15379
34. ADJOURNED until July 20 (see item 17).

ITEMS IN APPENDIX

35. PESTICIDES; FISH. Rep. Broyhill (Va.) inserted a statement given at a public hearing conducted by this Department on the Mississippi River fish kill. pp. A3649-51
36. COTTON; SUBSIDIES. Extension of remarks of Rep. Conte inserting a list of those companies receiving subsidy payments under the 1963-64 cotton equalization program. pp. A3654-7
37. POVERTY. Rep. Wilson inserted article, "Handouts Not the Answer--Won't Cure Poverty." p. A3664  
Rep. Fraser inserted a summary of the poverty bill. pp. A3703-4
38. TAXATION. Extension of remarks of Rep. Brock stating that the recent tax bill reduced income rates, but lowered the withholding rate and that, therefore, sufficient taxes are not now being withheld. p. A3664
39. BUDGET. Rep. Wilson inserted an article, "Checking on L. B. J's 'Frugality', criticizing the President's budget. p. A3668
40. WHEAT; FOREIGN TRADE. Reps. Lipscomb and Wilson inserted articles opposing the resale by Russia of wheat shipped to them by the United States. pp. A3668-9, A3672
41. ELECTRIFICATION. Extension of remarks of Rep. Hansen inserting statements by public power groups in favor of the Pacific Northwest-Pacific Southwest intertie. pp. A3692-4
42. APPALACHIA. Rep. Sickles inserted his statement supporting the proposed Appalachian program. pp. A3696-7







House

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July 20, 1964

17. INFORMATION. Rep. Findley discussed and inserted the GAO report on "unnecessary costs" in the Department relating to the mailing of informational material to the public. p. 15702
18. CIVIL RIGHTS. Received from the President supplemental appropriation estimates for the fiscal year 1965 in the amount of \$13,088,000 to support programs authorized by the Civil Rights Act of 1964 (H. Doc. 318); to Appropriations Committee. p. 15703
19. AUTOMATION. The Education and Labor Committee reported with amendment S H.R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress (H. Rept. 1554). p. 15705
20. RECREATION. Received from the Appalachian Trail Conference a petition urging early passage of H.R. 3846, the land and water conservation bill. p. 15705

#### ITEMS IN APPENDIX

21. CONSERVATION. Extension of remarks of Rep. Jensen urging passage of the land and water conservation fund bill. p. A3742
22. FOREST RESEARCH. Extension of remarks of Sen. McIntyre commending the work of the Hubbard Brook Experimental Forest, West Thornton, N. H. and inserting an article, "Hubbard Brook Is A Center Where A Few Men Do A Big, Important Job." pp. A3743-3
23. FARM PRICES. Extension of remarks of Rep. Gross inserting an article and stating that it "warns that if we continue present policies of low farm prices as compared to wages...economic collapse will be inevitable result." pp. A3750-1
24. FOREIGN TRADE. Extension of remarks of Rep. Monagan urging the U.S. to capitalize on our export opportunities. pp. A3758-9

#### BILLS INTRODUCED

25. APPALACHIA. H. R. 11946 by Rep. Davis, to provide public works and economic development programs and the planning and coordination needed to assist in the development of the Appalachian region; to the Committee on Public Works. Remarks of author p. A3744-5
26. PATENTS. S. 3007, by Sen. McClellan, to establish a procedure for the publication of patent applications, to Judiciary Committee. Remarks of author p. 15710  
S. 3008, by Sen. McClellan and H. R. 11947, by Rep. Celler, for the general revision of the copyright law, title 17, of the United States Code, and for other purposes, to the Judiciary Committee. Remarks of authors, pp. 15710-1 and A3744-5.
27. RESEARCH. H. R. 11950, by Rep. Whalley, to authorize the Secretary of Agriculture to establish laboratories and provide testing programs relating to agricultural chemicals; to the Committee on Agriculture.

BILLS APPROVED BY THE PRESIDENT

28. WATER RESEARCH. S. 2, to provide for the establishment of water resources research centers at land-grant colleges and State universities. Approved July 17, 1964 (Public Law 88-379). See Digest 109 for provisions of the bill.

PRINTED HEARINGS RECEIVED BY THIS OFFICE

29. FOOD MARKETING. H. J. Res. 977, to establish a National Commission on Food Marketing to study the food industry from the farm to the consumer. H. Agriculture Committee.
30. EDUCATION. S. 2490, Parts 1 and 2, to provide assistance for students in higher education. S. Labor and Public Welfare Committee.
31. POVERTY. S. 2642, proposed Economic Opportunity Act of 1964. S. Labor and Public Welfare Committee.
32. MINERALS. S. 2500, promote the development of phosphate on the public domain. S. Interior and Insular Affairs Committee.
33. RECLAMATION. H. R. 2411, Auburn-Folsom South unit, American River Division, Central Valley project, Calif. H. Interior and Insular Affairs Committee.  
H. R. 2681 and H. R. 1905, Mid-State reclamation project, Nebraska. H. Interior and Insular Affairs Committee.
34. ALASKA. S. 2881, provide assistance to the State of Alaska for reconstruction. S. Interior and Insular Affairs Committee.
35. WEATHER; RECLAMATION. Program for increasing precipitation in the Colorado River Basin by artificial means. S. Interior and Insular Affairs Committee.
36. STOCKPILING. Review of the stockpiling of minerals and metals, Part II. H. Interior and Insular Affairs Committee.
37. INFORMATION; PAPERWORK. The Federal Paperwork Jungle. Part 2: Chicago, Ill. Part 3: Washington, D. C. H. Post Office and Civil Service Committee.
38. PESTICIDES. Administration of pesticide laws and regulations. H. Agriculture Committee.
39. SMALL BUSINESS. Small business investment program. Select Committee on Small Business.  
Impact upon small business of dual distribution and related vertical integration. Select Committee on Small Business.
40. PRICES. S. 1815 and S. 1935, price discrimination legislation. S. Judiciary Committee.
41. PUBLIC DEBT. H. R. 11375, to provide for temporary increase in the public debt. S. Finance Committee.
42. DEFENSE PRODUCTION. H. R. 10000, proposed amendments to the Defense Production Act of 1950. S. Banking and Currency Committee.

## NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS

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JULY 9, 1964.—Committed to the Committee of the Whole House on the State  
of the Union and ordered to be printed

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Mr. POWELL, from the Committee on Education and Labor, submitted  
the following

### REPORT

[To accompany H.R. 11611]

The Committee on Education and Labor, to whom was referred the bill (H.R. 11611) to establish a National Commission on Technology, Automation, and Economic Progress, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Page 3, line 18, strike out "such" and insert in lieu thereof "the".

Page 4, line 17, strike out "Cochairman" and insert in lieu thereof "Cochairmen".

#### PURPOSE AND SUMMARY OF THE BILL

The bill provides for the establishment of a Commission composed of 14 members appointed by the President, with the advice and consent of the Senate, from among persons outside the Government with a competency in the areas to be dealt with by the Commission. The membership will be broadly representative and shall include not less than four members drawn equally from labor and management. The Commission's assigned responsibilities include the following:

(1) Identify and assess the past effects and the current and prospective role and pace of technological change;

(2) Identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next 10 years; the specific industries, occupations, and geographic areas which are most likely to be involved; and



the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values;

(3) Define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years including those resulting from the Federal Government's research and development programs;

(4) Assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancement will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs; and

(5) Recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (a) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (b) to continue and adopt measures which will facilitate occupational adjustment and geographic mobility, and (c) to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

There is also established a Federal Interagency Committee consisting of the heads of the Departments of Agriculture, Labor, Commerce, Defense, Health, Education, and Welfare, and the National Aeronautics and Space Administration, the Chairman of the Council of Economic Advisers, the Director of the Office of Science and Technology, and the Chairman of the Atomic Energy Commission. The Secretary of Labor and the Secretary of Commerce shall serve as Cochairmen of the Committee. This Committee will advise the Commission and provide liaison between the Commission and the resources of these departments and agencies.

The Commission will submit a final report of its findings and recommendations to the President and Congress by January 1, 1966. (Interim reports are authorized at any time.) It shall cease to exist 30 days after submitting this final report. No more than \$2 million is authorized to be appropriated for the work of the Commission.

#### BACKGROUND

This bill fully reflects the findings of the Select Subcommittee on Labor, Congressman Elmer J. Holland, chairman. This subcommittee, in the 88th Congress, assumed and continued the studies on automation begun in the 87th Congress by the Ad Hoc Subcommittee on Unemployment and the Impact of Automation. The Manpower Development and Training Act of 1962 developed by this subcommittee reflected its initial findings. But, as was made clear at the time, this legislation was considered to be only the first of a number of steps that might be needed if we are to realize all of the fruits of our potential technology while avoiding the individual hardships change might otherwise bring.

President John F. Kennedy in his railroad-labor dispute message to the Congress in July 1963 called for the establishment of a National Commission on Automation. Thereafter, a number of bills were introduced in both the House and Senate and H.R. 8429 was referred to the Select Subcommittee on Labor. By then the subcommittee was engaged in developing major amendments to the Manpower Act which were accepted by the Congress and signed into law by the President on December 19, 1963. During its public hearings on these amendments many witnesses while supporting the subcommittee's proposals called also for the establishment of a National Automation Commission. Meanwhile, the Subcommittee on Employment and Manpower of the Senate heard a total of 26 witnesses on various bills before them providing for such a commission. This record has been carefully considered by the subcommittee.

In January President Lyndon B. Johnson in his state of the Union message proposed the establishment of a Commission on Automation, Technology, and Employment. A bill, H.R. 10310, designed to implement this recommendation was subsequently introduced by Congressman Holland. Secretary of Labor W. Willard Wirtz in his testimony before the subcommittee on this and other bills stated:

I should like to say, Mr. Chairman, with respect to the proposals included in these bills, and in certain other bills which have been introduced before in the House and in the Senate, we have tried in our recommendations from the administration, which has resulted in your introduction of H.R. 10310, to incorporate what we consider to be the central features of most of these bills. \* \* \* So I should like to say that our view with respect to them is that their salient and important features are combined in H.R. 10310.

Public hearings were provided during April. Additional spokesmen and groups were solicited for their views for inclusion in the record. Remarkably, not a single dissent regarding the main outlines of the proposal or the need for this action could be discovered. Some minor changes were proposed and the more important of these were incorporated in whole or in part in the clean bill H.R. 11611 reported by the subcommittee.

#### NEED FOR THE BILL

Spokesmen representing a wide diversity of groups have attested to the urgent need for such a commission at this time. The record developed by the subcommittee provides full documentation to this effect. A sample of the views contained therein are quoted below and these are illustrative of the general consensus.

President Johnson at the time he forwarded draft legislation to the Congress wrote as follows:

The technological revolution, which is providing us with the highest standard of living in the world, has been accompanied by many problems. There have been dislocations, loss of jobs, and the specter of poverty in the midst of plenty.

At the same time we encourage progress we must be alert to the effect of the forces generating that progress. We must make sure that as technological progress creates new industries and job opportunities it does not impose too great a hardship on individual workers. I therefore recommend



the creation of a National Commission on Automation and Technological Progress, to study current and future trends in the technological change, and to recommend the most constructive action that can be taken to secure maximum benefits with the least possible harmful effects upon the Nation.

Secretary of Labor W. Willard Wirtz in his testimony before the subcommittee concluded with these words:

Even though we are pressing forward to ever greater scientific discovery with remarkable success, we do not now really comprehend the implications for our society of the current and imminent larger flow of advances in automation and technology—and so we have not fully geared ourselves to prepare for the effects of forthcoming changes.

Nor have we thoroughly examined our technological capability in terms of its potential application to priority human and community needs of the Nation.

Moreover, many people are alarmed about the impact of new technology on their employment and livelihood, either because of lack of understanding or because available institutions and procedures are patently inadequate to help them adapt to new ways of life with minimum hardship.

The time has come to call upon a group of national leaders to sift the available information to help the Nation predict, promote, and prepare for technological change, to respond to its challenges and grasp its opportunities, more effectively than ever before.

We cannot foretell the future with certainty, but we must make a comprehensive effort to scan our technological future and chart a considered course of full-speed technological progress to meet national needs without cause for fear of adverse effects.

The Commission proposed by H.R. 10310 will meet the need constructively. I urge that it be established as quickly as possible to get on with the vital task.

For his part Secretary of Commerce Luther H. Hodges described the need as follows:

This Nation faces a challenging dilemma. On the one hand, we must achieve continuous technological change if we are to have rising productivity and hence rising incomes in this country. On the other hand, we must ease the problems which both labor and management face in their attempts to adjust to technological change.

This is not a new dilemma—we have faced it in greater or lesser degree almost since our Republic was born. But now the dilemma may be especially serious. We consider it likely that the rate of technological change may accelerate in the coming years. Meanwhile, we have become an urbanized economy, we have a specialized labor force. The individual firm and the individual worker find it particularly difficult, under these circumstances, to adjust to technological change.



It is therefore perhaps more urgent than ever before that we focus attention on this dilemma. This bill will provide a charter for our Government and for members of the Commission to review in calm deliberation the problems of technological change which, up to now, have not received the thorough consideration from the national level that has been needed.

Thomas J. Watson, Jr., chairman of the board, International Business Machines Corp., concluded his statement to the subcommittee with these remarks:

The problems created by technology touch all levels and aspects of our national life. Such major concerns as the national level of training and education, distressed areas, and job opportunities open to youth, the aged, and members of minority groups are all involved. These problems have been approached by government, labor, and business, and some good beginnings toward their solution have been made.

We must now go further and undertake a unified analysis of the problems inherent in change. We must explore new and untried—and perhaps adventurous—approaches to their solution. Furthermore, we should establish some kind of a guide and an order of priority for future actions.

The proposed Commission should be an effective way to get started on this difficult assignment. Therefore, I hope your committee will report favorably on the establishment of the Commission.

John I. Snyder, Jr., chairman and president, U.S. Industries, Inc., also voiced strong support for the proposed Commission and noted among his reasons the following:

It is in the task of factfinding in depth—factfinding designed to point the way to solutions—that a National Commission on Automation and Technological Progress can be of historical importance to our country. We cannot intelligently seek solutions to automation's problems, or even discuss them rationally, until we know the true facts about automation's impact on our industries, on our jobs, and on our lives—now and in the years ahead. The NCATP will be able to provide us with such critically needed information.

In my view, the research or factfinding task that faces us is enormous in its dimensions. It is so enormous, indeed, that only a national commission like the one proposed in H.R. 10310 could hope to undertake it with any hope of real success. We must move in three research areas simultaneously, and we must be prepared to base strong recommendations on the facts unearthed in these three areas.

The AFL-CIO Executive Council in a February 1964 restatement of previous official positions reported to the subcommittee declared:

The time is long overdue for a full-scale national investigation of the social and economic impact of automation.

Now, before the toll taken by the new technology reaches more drastic proportions, a broadly representative Commission on Automation, composed of the ablest men in public

and private life, should be established to do for America what other national commissions have done in the past in connection with other serious national problems.

Not directly noted in these comments is an underlying factor which, in the opinion of the subcommittee, merits a special reference. The views of the Ad Hoc Committee on the Triple Revolution have by now been widely publicized and these have been included in the record. Similarly, dramatic prophecies of a production revolution now underway that will shortly eliminate the need for work as we have known it, and of workers as a consequence, have been expressed from many quarters in recent years. Without prejudging the analysis or the forecast the subcommittee recognizes their expression has generated widespread concern, if not outright fear, as to the future. Under such circumstances responsibility to our citizenry requires Government at the highest levels to seek the assistance of the most able minds that can be found. Such an eminent group can undertake a deep and sober appraisal of the future just beyond and develop a realistic program of action to meet problems we can expect to encounter. Such a task is well beyond the capacity of a single Government department or a committee of the Congress at present, although with the leadership of the Commission here proposed we can face the future with a good deal more confidence. The Commission can provide a foundation of basic knowledge and insure greater public understanding. Most importantly it will make a vital contribution to the development of a broad consensus regarding governmental responsibilities. We are confident that both the executive and legislative arms of government at all levels will then meet these responsibilities.

#### MAJOR PROVISIONS OF THE BILL

##### *A. Functions of the Commission*

The responsibilities assigned to the Commission as outlined previously in the discussion of the purpose and summary of the bill are admittedly sweeping in their character. No one could, and most assuredly the members of the subcommittee do not expect, the Commission to study exhaustively all of the questions that might fall within its charter. The response of Secretary Wirtz to a question concerning the possibility of the Commission undertaking a study of hours or work and thereby contributing to the already intensive investigation of this issue conducted by the subcommittee during the past year can be cited as an illustration of the range of possibilities.

I should not want to presume on the Commission's determination as to what it considers advisable \* \* \*.

We are so far arguing the shorter workweek issue and other issues on the basis of, largely, our personal predilections and on the basis of the short-range economic arguments. I have a strong view on this subject.

But we have not faced up to the question of trying to find out what the longer range prospect is so far as the distribution of man's time between work and leisure in an age of machines. I would assume, if I were on the Commission, that I would want to insist upon considering the relationship of technology to the length not just of the workweek but the work life period, the work year, vacations,

the hours per day and so forth, and, related to your question, with respect to the matter or whether payment is most likely to be in the future on an hourly basis or on a weekly or some other basis.

Similarly, my answer would be that I would assume that in connection with the deliberations of the Commission, some considerations would be given to the fact that as recently as 10, 15, or 20 years ago you could, in most manufacturing establishments, still identify a man's individual product. You can no longer, in most cases, identify that.

The whole idea of the incentive rates is probably subject, necessarily, to real scrutiny in the light of developments, which means that the balance between the man and the machine is quite different.

My answer to your question, in short, would be that I would assume that the Commission would consider whether it could not give the country a better basis than its present emotional reactions to problems of this kind.

Senator Philip A. Hart in his presentation to the subcommittee made explicit reference to the broad scope of the Commission's activities which he explained as follows:

The charge to this Commission should be one of vision, of innovation, of the broadest insight into the potential usefulness to both Government and private industry of the exponential rate of change being made possible by revolutions of new technologies and automation.

Whether the subject be housing, health care, education, transportation, consumer product demand, this Commission can take a narrow look or an imaginative, exciting look at the future. It should be charged to take the broad, exciting look, and report to the American people, the Congress, American industry, and all governments what the America of the 1970's could be like.

Congressman James G. O'Hara, a member of the subcommittee, associated himself with these remarks and went on to comment as follows:

I am thoroughly in agreement with your view as expressed on page 2 of your statement that the Commission would be of little use if it merely re-does the statistical and analysis work that has gone into the comprehensive manpower studies and hearings already conducted and reported on by Congress and the executive agencies, and that the Commission should be one of vision and innovation, particularly in the subject matters mentioned by you in the first four paragraphs on page 2.

I want to make sure before this bill leaves this subcommittee that the responsibilities of this Commission are made clear. It is not going to be just another committee to study a problem already under study by half a dozen committees.

Members of the subcommittee during their deliberations considered carefully the possibility of designating a series of specific questions to be assigned to the Commission. This approach was rejected in favor



of the broad charter now contained in the bill. What is needed now and is sought through this bill is the assistance of a group of eminent citizens who are already acknowledged experts in the areas embraced by the Commission's charter. It was considered far wiser to leave this group the determination of priorities as they will be in a better position to judge what existing and prospective knowledge will support and to decide upon the wisest use of the resources provided by this bill.

Considered also was the question of overlap and duplication of existing work implied in the remarks of Congressman O'Hara mentioned earlier. Secretary Wirtz in commenting on this possibility suggested that the work of the Commission would be integrated completely with the existing activities of government agencies and that no duplication of effort would be possible or permitted. Moreover, he expressed his personal view as follows:

If I thought that the setting up of another commission or the establishment of another conference would be any excuse for not acting on the basis of what we already know, I should come here with a different recommendation.

To this he added a further comment regarding one of the great prospective advantages of a commission composed of outsiders as follows:

We are not today tying in with the Government's program, the thinking, the research, which is being done by the outstanding private people and institutions in the country. We must do that. We must take advantage both of what they know and of their ability to dramatize this subject in the public mind. So what this proposal does is to suggest a tying in to a fairly well-integrated Federal Government program of the ideas and the capacity for publicizing this problem of the outstanding people in the country. This is not being otherwise done.

Secretary Hodges provided similar reassurances as the following comments indicate:

I think that kind of overall looking from the outside, as opposed to those of us who are working in the vineyard of Government day by day, wrestling with the problems, can bring to us constructive points of view that are more objective than our own. \* \* \*

I would certainly be against any duplication. You have, of course, in Government or anywhere else, a lot of work and a lot of talk. I think that this Commission would take a total look at what we are doing in Government. We ought to be required to show this Commission all the things we are doing—the various bills, the various assignments—and get their advice as to what we should do and what we should not do.

On the basis of its investigations the members of the subcommittee are convinced that the functions assigned to the Commission are appropriate and sufficient. The subcommittee is also convinced the activities of the Commission will not duplicate the present activities of Government agencies. Rather the Commission will enrich and add to these activities and make a significant independent con-

tribution. At the suggestion of the U.S. Chamber of Commerce and others the subcommittee enlarged the Commission's authority so as to permit it to make recommendations to State and local governments as well as the Federal Government.

### *B. Composition of the Commission*

Various suggestions regarding the membership of the Commission were received and considered. The subcommittee concluded that it would be a mistake to establish a tripartite commission with equal representation of labor, management, and the public since the scope of the Commission's activities go well beyond those that might be of most immediate concern to labor and management in their joint dealings with each other. Such a body, the President's Advisory Committee on Labor-Management Policy, already exists and at the direction of the President is undertaking studies of automation and technological change that are of immediate concern to these groups. These studies and any policy conclusions will be made available to the proposed Commission in the same way that related studies and information anywhere in Government will be brought to the attention of the Commission.

Even though a controlling interest group representation was rejected, the subcommittee believed some representation by labor and management leaders ought to be required in order to make available within the inner councils of the Commission the knowledge, concern, and vital interest of these groups in the areas to be studied by the Commission. For that reason the bill was modified to provide that at least two members will be chosen to represent labor and at least two to represent management. It should be emphasized that this is a minimum number and more could be included although the subcommittee would expect such representation to be less than a majority of the membership.

More important is the requirement that the membership shall be composed of those with a competency in the areas to be dealt with by the Commission. These, the subcommittee expects, will be selected so that the membership viewed as a whole will be broadly representative. This will insure the inclusion of a wide range of backgrounds and knowledge and add immeasurably to the quality of the Commission's work.

### *C. Federal Interagency Committee*

To assist the Commission and to insure that the internal resources of the Federal Government are made fully available, provision is made for the establishment of an Interagency Committee. The heads of the departments and agencies most likely to be of greatest interest to the Commission are designated as members of this Committee. The Secretaries of Labor and Commerce, representing as they do the two departments presently carrying most of the responsibility in the areas of concern to the Commission, are designated as Cochairmen of the Committee.

Members of the subcommittee have concluded that this is a necessary provision. By so doing we avoid the undesirable possibility of including some official representation on the Commission and thereby protect its independent status. At the same time this mechanism makes certain access to and cooperation with all of the affected Gov-



ernment agencies. Liaison is thereby provided but dominance or strong influence is avoided.

#### *D. Limited lifespan of the Commission*

Not all of the work that can be imagined or possibly even all of the most important work can be accomplished by the Commission during the next 17 months. But this period is, in the subcommittee's view, sufficient to permit all that can be realistically sought at this time. Any permanent commission would, it was thought, be entirely inappropriate. Moreover, a longer lived body poses the grave risk of postponing action programs already underway within Government while awaiting the results of the Commission's work. Such a hiatus can be avoided by keeping the lifespan of the Commission to a reasonable length. Progress we could otherwise expect to make can continue while we simultaneously lay the basis for further action with the Commission's guidance.

#### *E. Budget*

When a single corporation can make a grant of \$5 million to a single university for studies of automation as IBM did recently, it would appear that the \$2 million authorized by the bill is meager indeed. Secretary Wirtz, when asked regarding the money needs of the Commission, responded as follows:

We face, I think, this situation: The kind of job that we are talking about here, if it were going to be done by private industry to serve its purposes, if it were going to be done by the scientists to serve their purposes, if it were going to be done in connection with the military program to serve their purposes, would be done on a scale which would discourage this committee if I were to translate it into specific dollars.

The importance of it, the scope of it, is so great that it would require an exceedingly large investment if it were done in connection with those other programs. We are accustomed to the fact that when it comes to working out human problems of this kind, for reasons that we only sense and do not fully understand, we always go into it on a much more timid basis.

I can only say to you that the range of financial possibilities is almost infinite in that connection. What I am trying to say is that if it were the feeling of this committee that the pragmatic political circumstances warranted our moving into this on the kind of basis we move into similar problems in other areas, we are prepared to show exactly how a very large amount of money would be spent.

If the advice is that we must go into it on a Spartan basis because people like to see planning and looking ahead in other areas but not in this area, we will give you a Spartan budget.

The subcommittee is satisfied that \$2 million would beyond question be a minimal, although not quite Spartan, budget. This will cover the necessary operating expenses of the Commission, provide for a small professional staff, and permit a limited amount of contract research with specialists outside of Government. Any lesser amount poses grave risks that either the operating activities of the Commission

would have to be curtailed or force the diversion of the time of present research personnel within Government from their regular activities. The latter would produce exactly the results the objective of a limited lifespan Commission is designed to avoid; namely, the cessation of other vitally necessary studies and action programs.

#### SECTION-BY-SECTION ANALYSIS

##### *Section 1. Congressional finding*

This section contains a congressional finding that it is imperative to accelerate the national effort to—

(1) Identify and assess the effects, and the role and pace, of technological change;

(2) Identify and describe the impact of technological and economic change on production and employment;

(3) Define the areas of unmet community and human needs toward which application of new technologies might most effectively be directed;

(4) Assess the most effective means for channeling new technologies in promising directions; and

(5) Recommend specific administrative and legislative steps which it believes should be taken by Federal, State, and local governments to support and promote technological change, to continue and adopt measures to facilitate occupational adjustment and geographic mobility, and to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

##### *Section 2. Creation of Commission*

This section creates a National Commission on Technology, Automation, and Economic Progress to carry out the objective of the act.

##### *Section 3. Composition of the Commission*

The new Commission will be composed of 14 members drawn from among persons outside the Government with a competency in the areas to be dealt with. It will be broadly representative and will have not less than four members drawn equally from management and labor. The members will be appointed by the President with Senate confirmation. The President will name a member to be Chairman; eight members will constitute a quorum; and vacancies will be filled in the same manner in which the original appointment was made.

##### *Section 4. Duties of the Commission*

The Commission is directed to make a comprehensive and impartial study and make recommendations from time to time as needed for constructive action in the areas designated in the first section.

##### *Section 5. Compensation of Commission members*

Members of the Commission will receive compensation at the rate of \$100 a day when actually engaged in performance of duties of the Commission.

*Section 6. Federal Interagency Committee*

This section establishes a Federal Interagency Committee which will consist of the heads of the following agencies or their designees:

Department of Agriculture.

Department of Labor.

Department of Commerce.

Department of Defense.

Department of Health, Education, and Welfare.

National Aeronautics and Space Administration.

Council of Economic Advisers (Chairman).

Office of Science and Technology (Director).

Atomic Energy Commission (Chairman).

The functions of this Committee will be to advise the new Commission and to maintain effective liaison with the resources of these departments and agencies. The Secretaries of Labor and Commerce will serve as Cochairmen of the Committee.

*Section 7. Personnel of the Commission*

The Commission is given power to appoint and fix the compensation of personnel without regard to the civil service laws or the Classification Act of 1949. It is also authorized to employ persons on a per diem basis at rates not in excess of \$75 a day.

The Commission is also authorized to appoint an executive secretary.

*Section 8. Travel and subsistence expenses*

Members and other personnel of the Commission will be reimbursed for travel, subsistence, and necessary expenses in accordance with law.

*Section 9. Provision of administrative services*

The Labor Department will provide administrative services to the Commission, for which it will receive payment from the Commission.

*Section 10. Hearings; subpoena power*

Subsection (a) of this section authorizes the Commission to hold hearings.

Subsection (b) of this section grants to the Commission the same power to require the attendance of witnesses and the production of books, papers, and documents as is granted the Federal Trade Commission by the sections 9 and 10 of the Federal Trade Commission Act of September 16, 1914, except that section 307 of the Federal Power Act will apply with respect to grants of immunity. Such section 307 requires a witness to claim his privilege against self-incrimination before he can gain immunity from prosecution for matters with respect to which he testifies.

*Section 11. Contracts*

This section authorizes the Commission to make contracts with private organizations for necessary studies and reports.

*Section 12. Information from other agencies*

This section permits the Commission to receive information directly from other Federal agencies. The other Federal agencies are directed to cooperate with the Commission and to furnish it with information it requests, to the extent permitted by law.

*Section 13. Report*

The Commission is directed to submit a final report of its findings and recommendations to the President and Congress by January 1, 1966. The Commission will cease to exist 30 days after it submits its final report.

*Section 14. Authorization of appropriations*

Two million dollars is authorized to be appropriated to carry out the act.







# H. R. 11611

[Report No. 1554]

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## IN THE HOUSE OF REPRESENTATIVES

JUNE 16, 1964

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

JULY 9, 1964

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed

[Omit the part struck through and insert the part printed in italic]

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## A BILL

To establish a National Commission on Technology, Automation, and Economic Progress.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That Congress finds it imperative to accelerate the national  
4       effort to—

5               (a) identify and assess the past effects and the  
6       current and prospective role and pace of technological  
7       change;

8               (b) identify and describe the impact of technologi-  
9       cal and economic change on production and employment,  
10      including new job requirements and the major types of  
11      worker displacement, both technological and economic,

which are likely to occur during the next ten years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values;

(c) define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs;

(d) assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs;

(e) recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (1) to support

1 and promote technological change in the interest of  
2 continued economic growth and improved well-being  
3 of our people, (2) to continue and adopt measures  
4 which will facilitate occupational adjustment and geo-  
5 graphical mobility, and (3) to share the costs and  
6 help prevent and alleviate the adverse impact of change  
7 on displaced workers.

8 SEC. 2. In order to carry out the objectives of this Act  
9 there is hereby established the National Commission on  
10 Technology, Automation, and Economic Progress, herein-  
11 after referred to as the "Commission".

12 SEC. 3. The Commission shall be composed of fourteen  
13 members appointed by the President, by and with the advice  
14 and consent of the Senate, from among persons outside the  
15 Government with a competency in the areas to be dealt with  
16 by the Commission. The Commission shall be broadly repre-  
17 sentative and shall include not less than four members drawn  
18 equally from labor and management. One of ~~such~~ *the*  
19 members shall be designated by the President as Chairman  
20 of the Commission. Eight members of the Commission shall  
21 constitute a quorum. Any vacancy in the Commission shall  
22 not affect its power, but shall be filled in the same manner  
23 in which the original appointment was made.

24 SEC. 4. The Commission shall make a comprehensive  
25 and impartial study and make recommendations from time



1 to time as needed for constructive action in the areas desig-  
2 nated in section 1 of this Act.

3 SEC. 5. Members of the Commission appointed from  
4 outside Government shall each receive \$100 per diem when  
5 engaged in the actual performance of duties of the Com-  
6 mission.

7 SEC. 6. There is hereby established a Federal Inter-  
8 agency Committee consisting of the heads of the Depart-  
9 ments of Agriculture, Labor, Commerce, Defense, Health,  
10 Education, and Welfare, and the National Aeronautics and  
11 Space Administration, and the Chairman of the Council of  
12 Economic Advisers, and the Director of the Office of Science  
13 and Technology, and the Chairman of the Atomic Energy  
14 Commission, or their designees, to advise the Commission and  
15 to maintain effective liaison with the resources of such  
16 departments and agencies. The Secretaries of Labor and the  
17 Secretary of Commerce shall serve as ~~Cochairman~~ *Cochair-*  
18 *men* of the Committee.

19 SEC. 7. (a) The Commission shall have power to ap-  
20 point and fix the compensation of such personnel as it deems  
21 advisable, without regard to the provision of the civil service  
22 laws and the Classification Act of 1949, as amended. In  
23 addition, the Commission may procure temporary and inter-  
24 mittent services to the same extent as is authorized for the  
25 departments by section 15 of the Act of August 2, 1946

1 (60 Stat. 810), but at rates not to exceed \$75 per diem for  
2 individuals.

3 (b) The Commission is authorized to appoint an execu-  
4 tive secretary to oversee the work of the staff under the  
5 general direction of the Commission.

6 SEC. 8. All members and other personnel of the Com-  
7 mission shall be reimbursed for travel, subsistence, and neces-  
8 sary expenses in accordance with law.

9 SEC. 9. The Department of Labor shall provide the  
10 Commission necessary administrative services (including  
11 those related to budgeting, accounting, financial reporting,  
12 personnel, and procurement) for which payment shall be  
13 made in advance, or by reimbursement, from funds of the  
14 Commission in such amounts as may be agreed upon by the  
15 Commission and the Secretary of Labor.

16 SEC. 10. (a) The Commission, or on the authorization  
17 of the Commission, any subcommittee or panel thereof, may,  
18 for the purpose of carrying out its functions and duties, hold  
19 such hearings and sit and act at such times and places as the  
20 Commission or such subcommittee may deem advisable.

21 (b) For the purpose of any hearing or inquiry con-  
22 ducted by the Commission, subcommittee, or panel thereof,  
23 the provisions of sections 9 and 10 of the Federal Trade  
24 Commission Act of September 16, 1914, as amended (15  
25 U.S.C. 49, 50), are hereby made applicable to its jurisdic-

1 tion, powers, and duties except that the provisions of section  
2 307 of the Federal Power Commission Act shall apply with  
3 respect to grants of immunity.

4 SEC. 11. The Commission is authorized to negotiate and  
5 enter into contracts with private organizations to carry out  
6 such studies and to prepare such reports as the Commission  
7 determines to be necessary in order to carry out its duties.

8 SEC. 12. The Commission is authorized to secure di-  
9 rectly from any executive department, agency, or inde-  
10 pendent instrumentality of the Government any information  
11 it deems necessary to carry out its functions under this Act;  
12 and each such department, agency, and instrumentality is  
13 authorized and directed to cooperate with the Commission  
14 and, to the extent permitted by law, to furnish such informa-  
15 tion to the Commission, upon request made by the Chair-  
16 man.

17 SEC. 13. The Commission shall submit a final report of  
18 its findings and recommendations to the President and the  
19 Congress by January 1, 1966. The Commission shall cease  
20 to exist thirty days after submitting its final report.

21 SEC. 14. There are hereby authorized to be appro-  
22 priated to the Commission, out of any money in the Treas-  
23 ury not otherwise appropriated, such sums not in excess of  
24 \$2,000,000, as may be necessary to carry out the provisions  
25 of this Act.





88<sup>TH</sup> CONGRESS  
2<sup>D</sup> Session

**H. R. 11611**

[Report No. 1554]

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# **A BILL**

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To establish a National Commission on Technology, Automation, and Economic Progress.

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By Mr. HOLLAND

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JUNE 16, 1964

Referred to the Committee on Education and Labor

JULY 9, 1964

Reported with amendments, committed to the Committee of the Whole House on the State of the Union, and ordered to be printed





July 21, 1964

House

14. RECLAMATION, FLOOD CONTROL. Passed as reported S. 2370, to authorize maintenance of flood and arroyo sediment control dams and related works to facilitate the Rio Grande canalization project and to authorize appropriations for this purpose. pp. 15880-1  
Passed as reported H.R. 7419, to maintain flood control work on the lower Colorado River. p. 15881
15. ALASKA. Passed with amendment S. 2881, the Alaska relief bill. H.R. 11438, a similar bill which had been passed earlier under suspension of the rules, was tabled. pp. 15909-13
16. AUTOMATION. Passed by a vote of 325 to 75, under suspension of the rules, H.R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. pp. 15922-29
17. VEHICLES. Passed under suspension of the rules H.R. 1341, to require passenger-carrying motor vehicles purchased for use by the Federal Government to meet certain safety standards. pp. 15939-40
18. MILITARY CONSTRUCTION. Received the conference report on H.R. 10300, to authorize certain construction at military installations. (H. Rept. 1558). pp. 15913-22
19. COTTON. Rep. Waggoner inserted an article criticizing the closing of the New Orleans Cotton Exchange. p. 15948
20. TRANSPORTATION. Rep. Fallon inserted a letter "summarizing the progress of certain areas toward meeting the transportation planning requirements of the 1962 Federal-Aid Highway Act." p. 15950
21. SUGAR QUOTAS. Rep. May inserted several articles urging support of proposed amendments to the Sugar Act which would increase the basic beet sugar marketing quotas. pp. 15952-3
22. ADMINISTRATIVE LAW. The Judiciary Committee voted to report with amendment (but did not actually report) S. 1664, to provide for continuous improvements of the administrative procedure of Federal agencies by creating an Administrative Conference of the U. S. p. D570

ITEMS IN APPENDIX

23. POVERTY. Extension of remarks of Sen. Johnston commending and inserting an editorial "GOP's Poverty Program: Poverty of Everything but Higgling Opposition." p. A3764
24. EMPLOYMENT. Extension of remarks of Rep. Curtis stating that "There are indications, however, that the Johnson administration is bungling our critically important job retraining programs," and inserting an article on the "ineffectiveness" of the present programs. p. A3766
25. TAXES. Extension of remarks of Rep. Curtis expressing doubt as to how much of the recent expansion in the economy can be attributed to the tax cut and inserting articles on the subject. p. A3770, A3774



26. RECREATION; HEALTH. Extension of remarks of Rep. Edwards stating that the problem of keeping recreational areas from becoming health hazards is plaguing all levels of government and inserting an article, "The Role of Health and Sanitation In Recreation Development." pp. A3774-5
27. FARM PROGRAM. Rep. Natcher inserted Sen. Humphrey's speech before the Ky. State Convention of Young Democrats in which he commended the administration's farm program, housing and proposed poverty programs. pp. A3776-7
28. FARM LABOR. Rep. Pepper inserted his article, "The Migrant In America." pp. A3782-3  
Rep. Teague inserted an article, "The Ending of the Bracero Program Will Create a Critical Agricultural Dilemma." pp. A3787-8
29. ELECTRIFICATION. Rep. Burton inserted two articles on the development of water and power resources in Calif. pp. A3793-5
30. FOREIGN AGRICULTURE. Extension of remarks of Rep. Fraser inserting an article describing how cooperatives play an important role in aiding underdeveloped countries, with special reference to agricultural development. pp. A3798-800
31. INFORMATION. Extension of remarks of Rep. Moss commending this Department's development of new information procedures and inserting a letter announcing the expanded public access procedure. pp. A3803-4
32. FOREIGN AID. Extension of remarks of Rep. Casey expressing concern "over the competition we are building abroad under the foreign aid program for our American workers and our industries," with special reference to the textile industry. pp. A3805-7

BILL INTRODUCED

33. LANDS. H.R. 11961 by Rep. Aspinall, to amend the act of February 28, 1958, relating to the withdrawal reservation, or restriction of public lands, and for other purposes; to the Committee on Interior and Insular Affairs.

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COMMITTEE HEARINGS JULY 22:

Agricultural appropriations, S. Appropriations.  
Foreign aid appropriations, S. Appropriations (exec).  
Housing bill, S. Banking and Currency (exec).  
Amendments to Administrative Procedure, S. Judiciary.  
H. Agriculture on pending business (exec).  
Appalachian bill, H. Public Works.  
Poverty bill, H. Rules.  
FPC regulation of REA cooperatives, S. Commerce (Clapp, REA, to testify).

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*Oakland Army Terminal, Calif.*

The House had approved \$2,029,000 for the construction of facilities now located at Fort Mason and to be transferred to the Oakland Army Terminal. The Senate questioned the annual savings of \$1.6 million which the Army claimed would result from this consolidation and denied any construction authority for this purpose.

After considerable discussion, the House conferees agreed to recede from their position with an amendment. The amendment resulted in a reduction of \$912,000 in the amount of new construction authorized to support this relocation of facilities. The reduction eliminates the proposed construction of a transient guest house. The remainder of the proposed construction in the amount of \$1,117,000 was therefore approved.

The House conferees receded from their position in respect to other Senate changes to title I, amounting to a reduction of \$7,956,000 in the amount originally approved by the House.

## TITLE II—NAVY

The House had approved \$238,536,000 in new construction authorization for the Department of the Navy.

The Senate reduced this amount by \$18,398,000.

The conferees agreed to a restoration of \$5,501,000 of the amount deleted by the Senate.

The items restored by the conferees, which amount to \$5,501,000, are as follows:

*Naval Air Station, Pensacola, Fla.*

The House had approved new construction required at this facility in the amount of \$4,788,000.

The Senate had reduced this figure by \$1,567,000 by denying authority for the construction of an aircraft rework hangar.

The House conferees pointed out that this facility is essential to the operating forces located in this area. Failure to provide this facility will result in costly loss of aircraft availability. This facility, at Forrest Sherman Field, will produce an annual savings of \$579,000 by reducing the in-process cost and increasing aircraft availability to operational units. Provision of this facility will also result in a one-time saving of \$2,670,000 by reducing otherwise essential repairs to buildings and airfield pavement, and by eliminating the requirement for new warehouse facilities.

In view of these considerations, the Senate conferees receded from their position and agreed to the amount originally approved by the House.

*U.S. Naval Academy, Annapolis, Md.*

The House had approved \$1,498,000 to support required construction and real estate acquisition for the Naval Academy.

The Senate reduced this authorization by \$165,000 since it was of the opinion that the purchase of 17.3 acres of land now owned by the Naval Academy Athletic Association required further study to see if the land could not be acquired more economically by the government.

The House conferees pointed out that acquisition of this property is essential this year to permit the first step in the execution of the approved modernization plan for the Academy.

The Senate conferees therefore receded from their position and agreed to the amount previously authorized by the House for this item.

*Naval Station, D.C.*

The House had approved the construction of a Navy Chief Petty Officers Club by conversion of an existing permanent building at the old Navy Gun Factory in the amount of \$235,000. The Senate had denied this request.

The House conferees pointed out that already inadequate club facilities for enlisted naval personnel in the Washington area will become even more inadequate upon demolition of the Anacostia Annex Club which will be necessary to permit construction of a new thoroughway.

The Senate therefore receded from its position and agreed to the House action.

*Naval Station, Roosevelt Roads, P.R.*

The House had authorized new facilities at this location in the amount of \$13,759,000.

The Senate had reduced this authorization to \$6,869,000.

After considerable discussion, the house agreed to recede from its position with an amendment which would result in an adjusted authorization for this location in the amount of \$10,403,000.

The action of the conferees therefore resulted in the approval of the construction previously authorized by the Senate in the amount of \$6,869,000 and the addition of the following three items:

|                                       |                 |
|---------------------------------------|-----------------|
| Aircraft maintenance hangar           | --- \$1,334,000 |
| Aircraft parking apron                | ----- 621,000   |
| Weapons handling pier, Vieques Island | ----- 1,579,000 |

These items total----- 3,579,000

The House conferees receded on all other reductions effected by the Senate in the amount of \$12,897,000 in title II of the bill. Included among the items deleted by the Senate on which the House was unable to prevail was the Naval Postgraduate School, Monterey, Calif., in the amount of \$2,470,000.

## TITLE III—DEPARTMENT OF THE AIR FORCE

The House had authorized new construction for the Department of the Air Force in the amount of \$345,727,000.

The Senate reduced this figure by \$43,146,000.

The conferees agreed to restore \$767,000 of the Senate reduction.

The items comprising this \$767,000 are as follows:

*Portland International Airport, Portland, Oreg.*

The House approved the construction of a commissary at this location in the amount of \$145,000.

The Senate rejected this departmental project on the theory that the present facility was adequate.

The House conferees pointed out that the commissary at this location was destroyed by fire in August of 1961 and as an interim measure, a portion of the Oregon Air National Guard vehicle maintenance shops are being used for this purpose. This facility is therefore completely inadequate for its purpose and should be replaced.

The Senate conferees therefore receded from their position and accepted the House authorization.

*Holloman Air Force Base, Alamogordo, N. Mex.*

The House authorized construction at this location in the amount of \$5,047,000.

The Senate reduced this amount by \$214,000 by denying construction authorization for a commissary facility.

The House conferees pointed out that increased missions assigned to this military installation together with substantial increases in the base population require an addition to the commissary at this location. The nearest adequate super market is 12 miles from the base in Alamogordo, which has a population of approximately 21,000.

In view of these circumstances, the Senate conferees agreed to recede from their position and accept the House authorization.

*Wake Island*

The House authorized \$496,000 in construction facilities at this location.

The Senate reduced this figure by denying \$308,000 proposed for the construction of a dispersed parking pavement for aircraft.

The House conferees pointed out that existing parking limitations on Wake Island necessitated violation by Air Force aircraft of prescribed safety factors. The hazard created by these conditions could result in serious loss of life and equipment.

The Senate therefore receded from its position and accepted the House authorization.

The House receded from its position in respect to the remaining items deleted by the Senate in title III. These deletions amounted to \$42,379,000. The bulk of this reduction made by the Senate was contained in section 302 relating to classified facilities. Included in this reduction of \$37,700,000 in section 302 were the following:

|                                               |                   |
|-----------------------------------------------|-------------------|
| Special support facilities                    | ----- \$6,000,000 |
| Unidentified missile-space facilities         | ----- 1,000,000   |
| Tactical aircraft shelters                    | ----- 20,000,000  |
| Survivable low-frequency communication system | ----- 800,000     |
| Ballistic missiles                            | ----- 9,900,000   |

The House conferees receded from their position and accepted the Senate reduction.

## TITLE IV—DEFENSE AGENCIES

The House had authorized construction in support of defense agencies in the amount of \$10,805,000.

The Senate authorized construction for this purpose in the amount of \$10,505,000.

The difference in the House and Senate bills resulted from a reduction of \$300,000 in construction requirements which had been volunteered by the Defense Department. In view of these circumstances, the House conferees receded from their position and accepted the Senate amendment.

## TITLE V—MILITARY FAMILY HOUSING

Both the House and Senate bills authorized the construction of 9,886 units of new family housing and a total authorization in support of both this new construction and the operation and maintenance of existing housing totaling \$660,605,000. However, minor adjustments were made in the Navy and Air Force line items relating to the location of this family housing which accounted for slight differences in construction authority allowed by the House and Senate for the Navy and Air Force.

The slight change in military family housing made by the Senate is as follows:

1. The Senate provided 100 units of family housing for the Naval Shipyard, Bremerton, Wash., and reduced the amount authorized for McChord Air Force Base, Wash., by 100 units.

2. The Department of Defense requested that 100 units of family housing be authorized for U.S. Air Force installations in Hawaii and that 100 units previously authorized by the House for Kadena Air Force Base, Okinawa, be deleted.

The House conferees receded from their position and accepted these Senate changes to title V of the bill.

## TITLE VI—GENERAL PROVISIONS

This title contains technical language routinely carried in each annual military construction bill. Among other things, this title contains the provision which annually repeals outstanding unobligated construction authorization.

The Senate effected minor changes in this language which was acceptable to the House conferees.

*Section 605*

Section 605 of the House passed bill effected a change in the annual language which requires that construction authorized in the bill should be executed under the jurisdiction of either the U.S. Army Corps of Engineers or the U.S. Navy Bureau of



Yards and Docks. The language inserted by the House provided that this work should be allocated "on an equal basis when practicable."

The purpose of the House language was to encourage development of a competitive atmosphere between the Corps of Engineers and the Bureau of Yards and Docks in respect to work required by the Department of the Air Force and Defense agencies.

The House conferees believe that the adage "competition is the spice of life" is no less true in government than in business. Only by true competition can our defense construction agencies be spurred into maximum economies, expeditious prosecution of their work and widest development of their technical and professional potential.

The House language therefore was designed to accomplish this objective. However, the Senate conferees strongly objected to this language since they believe the adoption of this language change would require a reduction in the personnel of the Corps of Engineers and a substantial increase in the personnel of the Bureau of Yards and Docks.

The House conferees emphasized that this was not the purpose of the language change and therefore recommended substitute language, which reads as follows:

"Regulations issued by the Secretary of Defense implementing the provisions of this section shall provide the department or agency requiring such construction with the right to select either the Corps of Engineers, Department of the Army, or the Bureau of Yards and Docks, Department of the Navy, as its construction agent, providing that under the facts and circumstances that exist at the time of the selection of the construction agent, such selection will not result in any increased cost to the United States."

This substitute language was submitted to the Department of Defense for comment. The Department advised the conferees that although it did not favor enactment of section 605 as contained in H.R. 10300, it would have no objection to the substitute language being considered by the conferees "with the understanding that this provision \* \* \* would not be so interpreted as to require the Department to disregard standards of economy and efficiency for the purpose of achieving statistical equality and with further understanding that the office of the Secretary of Defense will prescribe these standards and the manner in which they will be applied."

The Department further stated that under these circumstances "it could properly carry out its responsibilities in the event of enactment."

The House conferees interpret the qualifications stated by the Department of Defense to mean that in the selection of a construction agent a department or agency would necessarily observe standards of economy and efficiency established by the Department of Defense which would preclude the selection of a construction agent under circumstances which would result in increased cost to the United States.

The House conferees endorse this objective, and it is expected that the Department of Defense and the individual military departments will observe both the spirit and intent of this new provision of law to achieve greater economies and efficiencies in the administration and supervision of all future military construction contracts.

The House conferees also wish to emphasize that actual implementation of this provision of law by the Department of Defense and the military departments will be given special scrutiny during consideration of all future military construction authorization requests.

Both the House and Senate conferees receded from their positions with an amendment, the amendment being in the form of a substitute language recommended by the House.

#### Section 610

During debate on the Senate floor on the military construction authorization proposed for fiscal year 1965, an amendment was added to the bill which read as follows:

"Sec. 610. No funds shall be authorized to be expended by this bill for the purpose of constructing new facilities in other States to replace facilities at installations ordered reduced or closed pursuant to the announcement of the Secretary of Defense dated December 12, 1963, or April 24, 1964, for 'economy reasons'."

The House conferees strongly objected to this amendment because of the sweeping prohibition contained in the language. Literal observance of this prohibition would seriously affect the entire military construction program proposed for fiscal year 1965.

The House conferees pointed out that this subject had been thoroughly explored by the House Committee on Armed Services and there was no worthwhile purpose to be served by the inclusion of this language in the military construction bill. Moreover, the House conferees pointed out that inclusion of this language together with the uncertainty of its full implications could very well seriously affect the national defense effort.

The Senate conferees therefore receded and agreed to delete section 610 from the bill.

#### TITLE VII—RESERVE FORCES FACILITIES

The House authorized \$34,450,000 for the construction of Reserve facilities during fiscal year 1965.

The Senate concurred in the House action but increased the amount for the Army National Guard by \$4,550,000, for a total authorization for Reserve Forces Facilities in fiscal year 1965 of \$39,000,000.

The Senate conferees pointed out that the program recommended by the Department of Defense for Army National Guard facilities of \$5,450,000 was inadequate to maintain a building program designed to provide these State forces with modern and adequate facilities. Consequently, the Senate added the additional authorization to permit development of this program at an accelerated pace during fiscal year 1965.

The House conferees receded from their position and accepted the Senate amendment.

*Total authorization, fiscal year 1965, as approved by House-Senate conferees*

|                                  |               |
|----------------------------------|---------------|
| New authorization:               |               |
| Title I (Army)-----              | \$292,587,000 |
| Title II (Navy)-----             | 225,639,000   |
| Title III (Air Force)-----       | 303,348,000   |
| Title IV (Defense agencies)----- | 10,505,000    |
| Title V (housing)-----           | 660,605,000   |

Subtotal----- 1,492,684,000

Deficiency authorization:

|                            |           |
|----------------------------|-----------|
| Title I (Army)-----        | 17,000    |
| Title II (Navy)-----       | 38,000    |
| Title III (Air Force)----- | 3,255,000 |

Subtotal----- 3,310,000

Title VII (Reserve components):

|                                     |            |
|-------------------------------------|------------|
| Army National Guard-----            | 10,000,000 |
| Army Reserve-----                   | 5,100,000  |
| Naval and Marine Corps Reserve----- | 6,500,000  |
| Air National Guard-----             | 12,800,000 |
| Air Reserves-----                   | 4,600,000  |

Subtotal----- 39,000,000

Grand total of all authorities----- 1,534,994,000

CARL VINSON,  
L. MENDEL RIVERS,  
PHILIP J. PHILBIN,  
L. C. ARENDS,  
W. NORBLAD,

*Managers on the Part of the House.*

#### NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS

Mr. HOLLAND. Mr. Speaker, I move to suspend the rules and pass the bill (H.R. 11611) to establish a National Commission on Technology, Automation, and Economic Progress.

The Clerk read as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That Congress finds it imperative to accelerate the national effort to—*

(a) identify and assess the past effects and the current and prospective role and pace of technological change;

(b) identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next ten years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values;

(c) define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs;

(d) assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs;

(e) recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (1) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (2) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and (3) to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

SEC. 2. In order to carry out the objectives of this Act there is hereby established the National Commission on Technology, Automation, and Economic Progress, hereinafter referred to as the "Commission".

SEC. 3. The Commission shall be composed of fourteen members appointed by the President, by and with the advice and consent of the Senate, from among persons outside the Government with a competency in the areas to be dealt with by the Commission. The Commission shall be broadly representative and shall include not less than four members drawn equally from labor and management. One of the members shall be designated by the President as Chairman of the Commission. Eight members of the Commission shall constitute a quorum. Any vacancy in the Commission shall not affect its power, but shall be filled in the same manner in which the original appointment was made.

SEC. 4. The Commission shall make a comprehensive and impartial study and make recommendations from time to time as needed for constructive action in the areas designated in section 1 of this Act.

SEC. 5. Members of the Commission appointed from outside Government shall each



receive \$100 per diem when engaged in the actual performance of duties of the Commission.

SEC. 6. There is hereby established a Federal Interagency Committee consisting of the heads of the Departments of Agriculture, Labor, Commerce, Defense, Health, Education, and Welfare, and the National Aeronautics and Space Administration, and the Chairman of the Council of Economic Advisers, and the Director of the Office of Science and Technology, and the Chairman of the Atomic Energy Commission, or their designees, to advise the Commission and to maintain effective liaison with the resources of such departments and agencies. The Secretary of Labor and the Secretary of Commerce shall serve as Cochairmen of the Committee.

SEC. 7. (a) The Commission shall have power to appoint and fix the compensation of such personnel as it deems advisable, without regard to the provision of the civil service laws and the Classification Act of 1949, as amended. In addition, the Commission may procure temporary and intermittent services to the same extent as is authorized for the departments by section 15 of the Act of August 2, 1946 (60 Stat. 810), but at rates not to exceed \$75 per diem for individuals.

(b) The Commission is authorized to appoint an executive secretary to oversee the work of the staff under the general direction of the Commission.

SEC. 8. All members and other personnel of the Commission shall be reimbursed for travel, subsistence, and necessary expenses in accordance with law.

SEC. 9. The Department of Labor shall provide the Commission necessary administrative services (including those related to budgeting, accounting, financial reporting, personnel, and procurement) for which payment shall be made in advance, or by reimbursement, from funds of the Commission in such amounts as may be agreed upon by the Commission and the Secretary of Labor.

SEC. 10. The Commission, or on the authorization of the Commission, any subcommittee or panel thereof, may, for the purpose of carrying out its functions and duties, hold such hearings and sit and act at such times and places as the Commission or such subcommittee or panel may deem advisable.

SEC. 11. The Commission is authorized to negotiate and enter into contracts with private organizations to carry out such studies and to prepare such reports as the Commission determines to be necessary in order to carry out its duties.

SEC. 12. The Commission is authorized to secure directly from any executive department, agency, or independent instrumentality of the Government any information it deems necessary to carry out its functions under this Act; and each such department, agency, and instrumentality is authorized and directed to cooperate with the Commission and, to the extent permitted by law, to furnish such information to the Commission, upon request made by the Chairman.

SEC. 13. The Commission shall submit a final report of its findings and recommendations to the President and the Congress by January 1, 1966. The Commission shall cease to exist thirty days after submitting its final report.

SEC. 14. There are hereby authorized to be appropriated to the Commission, out of any money in the Treasury not otherwise appropriated, such sums not in excess of \$2,000,000, as may be necessary to carry out the provisions of this Act.

The SPEAKER pro tempore. Is a second demanded?

Mr. FREYLINGHUYSEN. Mr. Speaker, I demand a second.

The SPEAKER pro tempore. Without objection, a second will be considered as ordered.

There was no objection.

Mr. HOLLAND. Mr. Speaker, before the House, today, is legislation establishing a National Commission on Technology, Automation, and Economic Progress.

As the sponsor of this bill, H.R. 11611, I ask the support of my colleagues, on both sides of the aisle, for the amended version now on your desk.

Let me assure the Members, Mr. Speaker, that during our hearings on this bill, no opposition to the proposal was expressed—verbally or in writing.

However, since obtaining permission to consider the legislation under suspension of the rules, some questions arose pertaining to the interpretation of section 10. For this reason we have agreed upon the amended version which removes the subpoena power as we have been reassured that full cooperation will be given to this Commission.

The National Commission on Technology, Automation, and Economic Progress is actually the outgrowth of recommendations to the President by leaders of industry, labor, our educators, and just plain people who have experienced, firsthand, the effects of technological growth. In fact, in July of 1963, President Kennedy had suggested that a Commission on Automation be created.

Last January, President Johnson requested this present legislation and placed it on his "urgent" list as he felt there was need for serious study and constructive suggestions—and further delay could be dangerous. I am happy to sponsor this administration proposal and have so many of my colleagues join me as cosponsors.

All of you know how interested I have been, over the years, in automation and its effects on employment and production.

The Manpower Development and Training Act of 1962 was our first constructive attack on one of its effects—our growing rate of unemployment.

When I asked the Members of this House to vote for it, in February of 1962, I said: "This is the first step of many we will have to take if we hope to solve the problem of unemployment."

Last December I asked you to support needed amendments to that program, and I said we were taking another step toward the solution.

Today, I ask you to step a little farther up the road to our ultimate goal of full employment and an ever-expanding economy.

You may ask, "Why is such a commission necessary?" It is, I assure you, and the reasons are not difficult to find.

The population growth of this Nation is one reason. With the passing of each day we see more Americans entering the labor market, and we also see, along with the creation of new opportunities and jobs, the elimination of many other jobs in certain fields.

The need for unskilled and semi-skilled labor is just about ended. Even the need for highly skilled labor in certain fields, has disappeared.

We have watched the output—or production—in our mines, mills, railroads, factories, petroleum and com-

munications industries steadily climb upward. At the same time, we have watched the employment of the production workers steadily decrease.

We are now watching the output increase in our insurance industries, our banking businesses and our retail trades. And, we are also watching jobs in these areas disappear from the labor market. The need for standard clerical help is vanishing. Even our Government offices—at all levels—are installing computers and not filling jobs that become vacated through retirement or change of jobs.

The "silent-firing" practice is quite common today.

The Wall Street Journal has been running a series of articles titled "Electronic Wizards." This paper points out that 13 years ago the first computer was available on the market.

Today, we see a \$1.3 billion a year business.

Tomorrow no one actually knows what to expect.

You have heard, time and again, that in the sixties approximately 2.5 million jobs a year will be eliminated.

Others will be created—this is true—but will our people be prepared to fill them?

Reports are coming in each day telling of still other fields in which computers are entering the professions—law, medicine, education—all are being "computerized."

Several weeks ago, the Saturday Evening Post had quite a story on the steel industry. One statement hit the reader right away: "5 guys and a computer to replace 230 men at the rolling mill."

Another item was rather frightening: "Armco's Ashland, Ky., works 'Amanda,' can turn out 3,340 tons of iron a day."

Similar facts are being revealed by other large industries—automobile, mining, railroading, electrical, and still more.

If some sort of action is not taken soon the ultimate results may be far from satisfactory.

The members of this National Commission—all 14 of them—must be dedicated persons, willing and anxious to work, and determined to attain their goal.

They are to "look into the future" and see what may lie ahead. They will report to the Nation as to the necessary steps to be taken so that our people may be prepared for—and capable of—living in the world of the 1970's.

I wish it were possible for them to predict even further ahead, but with new developments occurring so rapidly, I fear this is impossible.

All sectors of our society are to be on this Commission—and full cooperation from all sectors is mandatory if America is to survive and our people are to be employed.

Official recognition of this problem has come from leaders of both our political parties. All recognize the need for immediate action.

May I ask you to join me, again, and take another step toward our common goal?



The Commission is to make a report to the President and to Congress in January of 1966, and to suggest additional measures it may be well for us to consider.

While a final solution to this problem seems far away, each move we make brings us closer to it.

So, let us keep moving in the right direction by getting this legislation enacted into law.

#### EXTENSION OF REMARKS

Mr. Speaker, I ask unanimous consent to insert in the RECORD at this point the remarks of the chairman of the Committee on Education and Labor, the gentleman from New York [Mr. POWELL]; and that all Members have 5 legislative days in which to extend their remarks on this bill.

The SPEAKER pro tempore. Without objection, it is so ordered.

There was no objection.

#### STATEMENT BY MR. POWELL

I support H.R. 11611, a bill to establish a National Commission on Technology, Automation, and Economic Progress.

The National Commission on Technology, Automation, and Economic Progress which would be established by the terms of H.R. 11611 is a Commission whose work will go directly to the heart of the domestic matters that confront our Nation, and to the economic and competitive position of our Nation in the world.

Technology has been, is now, and should be in the future the means we use to achieve a great society. It has brought us the basis for our modern industry and our modern agriculture, and for our great system of distributing the products of our farms and our industry to our people. It has been the source of rising income and purchasing power, at a rate of 3 percent a year. The fruits of technology are indeed our wealth and the source of our progress. And not the least of the fruits of technology has been the technical superiority it has given us in military preparedness.

But with these fruits of progress have come problems and doubts: What is the role and pace of technological change in the next decade?

How can we most effectively apply new technologies to achieve continuing and more rapid economic growth?

How can we apply them to meet community and human needs?

How can we prevent technology from permanently enlarging the numbers of unemployed?

Will new technology and investment in technology mean as much for economic progress in the future as they have meant in the past?

Can we make sure that new investment in technology is not directed at cutting costs instead of expanding our economy?

Will technology produce a series of new industries in the 1960's and 1970's that would do for the economy what the automobile industry did in past years?

Is the character of new technology something entirely different from that of the past, and will it require a new approach to the way people are trained for jobs, and how much of their working life they spend in jobs?

How can we assure that workers displaced by new technologies do not have to bear the burden alone?

We know from reports of the Department of Labor that there are many specific industries in which jobs are being eliminated as technology progresses. We know that new equipment is today, on the average, outmoded after 12 years, and that when it is replaced, jobs are replaced, too. We know that many workers have serious problems of

adjustment as new technology is introduced. We know that there are many new forms of technology that are making their way in American industry. We know that the pace of technological development, as measured by the Department of Labor's official figures on growth in productivity, has in fact been unusually rapid in the last few years.

We also know that employment is growing as a result of the measures that the administration has sponsored, and the Congress has enacted, to stimulate the economy. We know that there are many jobs that are vacant, opened up by new technology and unfilled because of the lack of trained people. We know that many new inventions are in fact opening up both new opportunities for employment and new vistas for a better life for our people.

But this knowledge has not been enough to resolve the doubts, or to ease the hardships of those who are hit by automation or who fear its coming effects, or who are in poverty status and have not yet been reached by the benefits of advancing progress. For a very few who have been the chief beneficiaries of past technological progress, new inventions, still improving technology, and some job vacancies have meant that everything is all right in the world. To some 19th century economists, with unbounded faith that new technology brings jobs quickly to people thrown out of old jobs, that this works automatically, and that human needs will always create enough jobs, there never has been a problem and never will be. Fortunately, in our concern to deal with human problems and to insure that our economy does move forward, we are beyond this level of thinking.

What we need now is an assessment of the state of technology in our country, as a basis for our future deliberations. We need to know what the present effect of technology is upon our well-being and upon our people as individuals.

We need the best information and judgment we can muster concerning the expected future of technology in our Nation. We need to know what current and expected changes will mean for specific industries, worker skills, and geographic areas.

We need to know how technology can best be harnessed to meet our unmet needs.

We no longer accept the principle that individuals should be ruthlessly cast aside as the inevitable price of progress, and we need a new assessment of what we are substituting for the old law of the jungle.

The proposed National Commission on Technology, Automation, and Economic Progress will be a major step in determining those needs, and how to resolve the problems.

Its work will encompass the best technical brains of the Nation in the field of science, engineering, technology, management, economics, and the handling of the human problems of adjustment.

Its work should give us a foundation for a spirit of national unity which will subdue fears, resolve doubts, and enable us to move forward rapidly in applying technology to human needs, to our standard of living, to the shifting of individuals from one job to another, and to our position in the economic world.

Mr. FRELINGHUYSEN. Mr. Speaker, I yield myself such time as I may consume.

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Speaker, I rise to support the motion to suspend the rule, in order that the House may proceed to the immediate consideration of H.R. 11611, as amended. These amendments are of some consequence.

Adoption of the proposed amendments will eliminate an authority over which there could be controversy.

For a number of years there has been a general awareness that the forces of automation are exerting a profound and continuing impact on the economy of America. To some, automation has been regarded as a destructive force which must be discouraged if not destroyed; to others, automation has been labeled as a harbinger of unlimited progress and achievement.

Whether either of these views is sound or accurate is beside the point. The fact remains that the rise of new technology and the advance of automation have wrought major, almost miraculous, changes in nearly every phase of our economic life. The fact remains also that these changes have brought about numerous dislocations of individuals and groups. These dislocations pose a serious challenge to our society. We must take enlightened steps to meet that challenge.

Mr. Speaker, up to this time the advance of technology, with its attendant rise of automation, has been treated much like the weather: everyone is aware of it; almost everyone talks about it; but no one has done much about it. The pending measure seeks to do something constructive about automation.

Automation is at once a national asset and a national problem. It affects every individual, every undertaking, and every community, directly or indirectly. This being so, the problem must be studied and analyzed from a national point of view, with the full cooperation and participation of all segments of the Nation directly concerned.

The so-called National Commission on Automation which will be established if this bill is approved, will have a real potential for achievement. It will be comprised of 14 members of the highest caliber, with diverse backgrounds, each of whom can bring to the task of evaluating this problem a wealth of knowledge and experience.

It is my hope that this Commission will be able, at the completion of its work, to present to the Congress and to the people a complete picture of the actual and potential impact of automation—a picture which we already sorely need but which we do not now have. It is my hope also that the Commission will scrutinize closely the appropriations already made by Congress to various agencies of government to study automation, and that it will evaluate those programs in terms of concrete accomplishment or the lack thereof. Finally, I am hopeful, as a result of this study, that it will be possible for all segments of the Nation to adopt a program which will sustain an orderly progress of automation, but which at the same time will ease or overcome the economic dislocations and difficulties which have attended its rise thus far.

Mr. Speaker, if these ends can be accomplished, then the \$2 million authorized for this Commission will be a wise and rewarding investment in the future of America.



Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from Iowa.

Mr. GROSS. There are no facilities in any of the agencies presently existing to accumulate this information?

Mr. FRELINGHUYSEN. Well, I might say to the gentleman from Iowa that it is not simply a question of accumulation. There have been a number of studies made by Presidential committees and various other activities within the Federal departments.

It is not proposed that the establishment of this Commission is going to eliminate those efforts. It is simply to establish a 14-man group to oversee the operation and to try to coordinate and project into the future the effect of automation. It will be a more broad-ranging effort than we presently have within the Federal Establishment.

Mr. GROSS. If the gentleman will yield further, here we go again establishing another commission in Government. I do not know when I have heard of one being abolished or dispensed with.

I thought there was some concern on the part of this administration about stopping the growth of big Government. But, apparently, not.

Mr. FRELINGHUYSEN. I might say to the gentleman from Iowa that we did establish a dollar ceiling on the amount that might be appropriated for this purpose of \$2 million for the Commission, which is to make its report by January 1966. So, I do not think the amount of money to be made available to the Commission is excessive in view of the responsibilities which it is to undertake.

I might say to the gentleman from Iowa that I do not usually sympathize with the tendency to establish too many Federal agencies. I have been very much opposed to a new Federal agency being established to fight the so-called war on poverty. It seems to me that we would do a better job with existing efforts, perhaps a streamlining of existing efforts, rather than establishing a new Federal agency. So, I sympathize with the feelings of the gentleman about new agencies being the proper way to accomplish a goal. But in this case I do not think we are going to lose any ground, but will conceivably gain ground.

Mr. GROSS. On page 4, section 7, of the bill the following appears:

The Commission shall have power to appoint and fix compensation of such personnel as it deems advisable, without regard to the provision of the civil service laws and the Classification Act of 1949, as amended.

What can this possibly mean? That the personnel for this new Commission cannot be obtained and paid for under the formulas of the Classification Act?

Mr. FRELINGHUYSEN. I might say to the gentleman from Iowa that I do not know specifically what the Commission might do with the authority to be provided under section 7. But it was the understanding of the Secretary of the Department of Labor that what we are contemplating is a reasonably small Federal effort. We are not contemplat-

ing a gigantic bureaucracy with unlimited powers in the use of such language.

Mr. GROSS. If the gentleman will yield further, you go further and provide that the work can be contracted out.

Mr. FRELINGHUYSEN. Well, I believe one of the reasons this new agency is to be small is that there will be an effort to contract out some of the research effort which is going to be made, instead of establishing a new bureaucracy to do the job, perhaps no more efficiently but certainly far more expensively.

Mr. GROSS. I should like to point out to the gentleman that the report has not conformed to Public Law 801. Under other circumstances, if this bill were not brought up under a suspension of the rules, I certainly would make a point of order against the bill.

Public Law 801 provides that there must be information—the intent of Congress was that there be in the report certain information setting forth the man-hours of labor to be used, the estimated maximum additional man-years of civilian employment by general categories and positions, expenditures for personal services, and expenditures for all jobs other than personal services.

This committee has not conformed to Public Law 801 insofar as the report accompanying this bill is concerned. I would hope that in the creation of any further commission or boards or bureaus there would be some regard for the laws enacted by Congress.

Mr. FRELINGHUYSEN. I thank the gentleman for his comments.

Mr. O'HARA of Michigan. Mr. Speaker, will the gentleman yield?

Mr. FRELINGHUYSEN. I yield to the gentleman from Michigan.

Mr. O'HARA of Michigan. I would like to say to the gentleman from Iowa [Mr. GROSS] that through inadvertence this material was left out of the report. We have obtained such information from the agency.

Mr. Speaker, I ask unanimous consent that it be inserted in the Record at this point.

The SPEAKER pro tempore (Mr. PEPPER). Is there objection to the request of the gentleman from Michigan?

There was no objection.

The material referred to follows:

JULY 20, 1964.

To: Mr. Curt Aller.

From: V. S. Hudson, Department of Labor.

Subject: Commission on Automation.

My judgment is that the Department of Labor could build up a budget estimate tied to the \$2 million House figure that would be reasonable under the circumstances.

This would break down into the following components:

(a) \$870,000 for personal services for Commission expenses (including staff for the Commission of 25 people; 9 man-years for the Federal Interagency Committee and about 6 man-years for administrative services). A total of about 40 man-years for the lifespan of the Commission (20 professional and 20 clerical).

(b) \$760,000 for research by sources outside the Federal government and services of other agencies.

(c) \$370,000 for nonpersonal services such as travel, rent, communications, printing, etc.

We are working on the details of this.

Mr. FRELINGHUYSEN. I thank the gentleman.

Mr. Speaker, I reserve the balance of my time.

Mr. HOLLAND. Mr. Speaker, I yield 5 minutes to the gentleman from California [Mr. COHELAN].

(Mr. COHELAN asked and was given permission to revise and extend his remarks.)

Mr. COHELAN. Mr. Speaker, as one of the sponsors of this bill to establish a National Commission on Technology, Automation, and Economic Progress, and as one who has had a long-time concern with this critical problem, I urge support of this farsighted measure.

It is sometimes difficult to believe, Mr. Speaker, that our rapid rate of technological growth has taken a heavy human toll. It is difficult to believe that progress and prosperity have been accompanied by economic misery when we see 95 percent of our people doing better than any previous people at any time in history.

But the fact of the matter is that the very technological growth which has so materially advanced our national productivity and welfare has placed a growing burden on 5 percent of the workers in our society—a burden which keeps the condition of these less advantaged men and women in sharp contrast with their better educated and trained brothers who are prepared to meet the demands and take advantage of the opportunities of changing times.

As a consequence of technological development, of their own educational failures or denials, of environments of poverty, and other causes that disqualify them from employment in a skilled economy, these workers cannot and will not find employment without special help. They will remain a public charge rather than a public asset until their special needs and problems are recognized.

Secretary of Labor Wirtz emphasized earlier this year, in an address given in California, that we are today piling up a "human scrap heap" of between 250,000 and 500,000 people each year; people without the skills or training to participate in the modern world of work.

And the problem can get worse. In the next 10 years 35 million people will be coming into the labor force. About 9.5 million of them will not have a high school education, and 3 million of them will not even have completed grade school. These people are going to have a difficult time holding a job, if they can find one at all.

This is a pure and simple waste of human resources—a waste which holds disastrous effects both for the individual and for the national economy—and we must and can take steps to prevent it.

This legislation, Mr. Speaker, will provide us with a tool which we have needed for a long time. It is based on the conviction that man can be the master of technology, that he can direct it to fulfill his needs and desires, but that more than blind faith and wishful thinking is required.

This legislation, by drawing both on leaders with scientific competence and



on those with broad social skills and economic awareness, will enable us to take a hard look at the meaning, the benefits and the costs of technological change. It will also allow us to investigate how government, operating at all levels, can cooperate with labor and business to facilitate necessary adjustments. And, it will permit us to make reasonable, practical recommendations to meet the manpower needs of tomorrow, to minimize the human distress and to fulfill the promises of technological progress for a better society.

The fruits of automation have been rich, and will be richer. But the toll in human misery and national loss can grow greater, too, if we are not prepared, if we are not willing to look ahead.

This bill, Mr. Speaker, offers us an opportunity to look where we must—to the future. It is an investment in the economic well-being of our country and I strongly urge its passage.

Mr. HOLLAND. Mr. Speaker, I yield such time as he may desire to the gentleman from Georgia [Mr. WELTNER].

Mr. WELTNER. Mr. Speaker, I rise in support of H.R. 11611, a bill to establish a National Commission on Technology, Automation, and Economic Progress.

In March of this year, a 1-day conference was held at the Georgia Institute of Technology in Atlanta on automation, education, and employment. Reflecting the broad-based local interest in these areas were the sponsors of that conference: The Georgia Tech Industrial Management Center, Atlanta Chamber of Commerce, Atlanta Labor Council, AFL-CIO, and the Associated Industries of Georgia.

More than 300 local, State, and area educators, governmental officials, and community leaders attended the conference. U.S. Commissioner of Education Francis Keppel and Dr. Seymour Wolfbein, Director of Manpower, Automation, and Training, Department of Labor participated in the program.

One of the resolutions passed by that conference called for the establishment of a national commission to study the needs and problems discussed at the local level. H.R. 11611 fulfills the intent of that resolution, and I wholeheartedly support it.

At the Atlanta conference, the responsibility of facing these problems locally was recognized, and the Atlanta Commission on Automation, Education, and Employment was formed. This commission, under the chairmanship of Dr. Walter Buckingham, of Georgia Tech, noted in the field of automation, has met regularly.

It stands ready to assist the National Commission provided by H.R. 11611 in obtaining information about problems at home. Further, it should act as a ready source for evaluation of recommendations the new Commission may make at the national level.

I hope the Congress will pass this legislation and that the President will appoint the Commission at the earliest possible moment. Coordinated effort, alone, can change automation from bane to blessing.

Mr. HOLLAND. Mr. Speaker, I yield such time as he may desire to the gentleman from New York [Mr. RYAN].

Mr. RYAN of New York. Mr. Speaker, I rise in support of this legislation and urge its adoption.

We are today living in an age of rapid change and revolution on many fronts of our society of which perhaps one of the most important is in the area of economics. We are on the threshold of an economic revolution whose achievements, consequences, and social upheaval may be as great as the achievements and social upheaval which originally flowed from the industrial revolution 150 years ago. Automation, technological change, rapid mechanization, replacement of men by machines, have invaded every facet of our economy, and from every corner of our country we hear the question: "Is the age of automation a boon or a curse?"

Is automation creating as many jobs as it wipes out? Is automation truly the essence of progress, upgrading the labor force by relieving men and women of drudgery and toil? Or is automation a "Loch Ness monster," swallowing up its millions of victims and then disgorging them into a sea of poverty-stricken idleness and despair?

What is automation? I am reminded of a photograph of part of a control panel in a completely automated carbon dioxide plant, requiring only two men per shift. However, as used today the word has several meanings. According to a brief study on automation by the Federal Reserve Bank of Philadelphia, "to the purists, it refers to the mechanization of decisionmaking and control functions—machines that run other machines. To the public, automation has come to stand for technological change in general."

I refer to automation in the more general sense of rapid mechanization, inclusive of the latest "pushbutton" techniques.

Mr. Speaker, we are today considering H.R. 11611, a bill calling for the establishment of a National Commission on Technology, Automation, and Economic Progress. I strongly urge all my colleagues to vote approval of this bill.

Under the terms of H.R. 11611, the Commission would be composed of 14 members appointed by the President. It is intended that the membership will be broadly representative and shall not include less than four members drawn equally from labor and management. The Commission's responsibilities are wisely drawn in such a manner as to allow the Commission broad latitude in its investigations. The Commission will:

First. Identify and assess the past effects and the current and prospective role and pace of technological change.

Second. Identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next 10 years; the specific industries, occupations, and geographic areas which are most likely

to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values.

Third. Define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs.

Fourth. Assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancement will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs.

Fifth. Recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (a) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (b) to continue and adopt measures which will facilitate occupational adjustment and geographic mobility, and (c) to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

The bill also establishes a Federal Interagency Committee consisting of the heads of the Departments of Agriculture, Labor, Commerce, Defense, Health, Education, and Welfare, and the National Aeronautics and Space Administration, the Chairman of the Council of Economic Advisers, the Director of the Office of Science and Technology, and the Chairman of the Atomic Energy Commission. The purpose of this Committee is to advise the Commission and provide liaison between the Commission and these Departments and agencies.

The bill authorizes not more than \$2 million for the work of the Commission which will submit a final report of its findings and recommendations to the President and the Congress by January 1, 1966.

Mr. Speaker, I am particularly pleased that the Committee on Education and Labor has approved H.R. 11611, particularly since I introduced the first bill in the House (H.R. 8429) to establish a Federal Commission on Automation. On September 12, 1963, I introduced H.R. 8429 which proposed a commission to study the economic, governmental, and social effects of automation on employment, education, leisure time, politics, social relations, economic structures, foreign affairs, and any other areas affected by automation. Under my proposal the Commission would conduct and arrange seminars, discussions and meetings, and correlate all governmental studies on automation. The Commission would also be the agency for the dis-



semination of automation studies and information to the public. H.R. 8429 would require the Commission to submit interim and annual reports of its activities, findings, and recommendations to the Congress and the President. The Federal Commission on Automation under my proposal would be a permanent body of five full-time members solely concerned with the problems of automation. I regret that the Commission proposed by H.R. 11611 would not be a permanent body consisting of fulltime Commissioners.

On June 22, 1964, before the Select Subcommittee on Labor of the House Education and Labor Committee in supporting the creation of a Federal Commission on Automation, I pointed out that, unless we plan now, the effects of automation may plunge our economy into turmoil.

To understand the rapid developments in technology, let us consider the statement of Gardner Ackley of the Council of Economic Advisers in an article entitled "Automation, Threat, and Promise," which appeared in the New York Times Magazine of March 22, 1964:

This year it will take about 2 million fewer workers than were needed last year to produce the same total output (just as last year, the previous year's output could have been produced with about 2 million fewer workers) and to get the unemployment rate down to 4 percent by the end of 1965, we would need to create about 9 million new jobs during 1964 and 1965—about 4 million to offset productivity gains and 5 million to take care of the unemployed and those who will enter the labor force.

The creation of 9 million jobs within a 2-year span is a challenge for the keenest minds of management, labor, and government.

Radical changes in demand for manpower have been produced by recent technological developments. Since World War II, there has been an acceleration of a long-term increase in professional and white-collar occupations at the expense of manual jobs, both in industry and agriculture.

In manufacturing, for example, the proportion of nonproduction workers has increased sharply. As a percentage of total employment in manufacturing, nonproduction workers have risen from 16 percent in 1947 to 26 percent in 1963. On the other hand, production-worker employment is 600,000 below the 1957 level, and about a million and a half below the number employed a decade ago.

Furthermore, the shift in the employment structure has contributed to the high rates of unemployment suffered by many groups in the labor force.

Let us look at job disappearance in individual industries.

The effects of automation can be seen in the steel, coal, and automobile industries. For example, in 1951, it took 567,000 workers to produce 105 million tons of steel, while last year 450,000 workers could turn out the same amount. Since the close of World War II, the time needed to mine one ton of coal has been halved, and the number of miners has declined from 450,000 to 130,000. Similarly, in automobile manufacturing, dur-

ing the same period, the number of man-hours required to manufacture an automobile fell from 311 to 150.

The railroad industry has been particularly affected by automation. During the past decade at least 500,000 railroad jobs have been eliminated by progress in technology, according to union estimates.

In more and more industries the ultimate in automation will be reached such as the present operation of an entire oil refinery from a console studded with push buttons.

Blue-collar jobs are by no means the only category affected by the process of automation.

White-collar professional and management positions are also being displaced by technological change. More than 2 years ago, the Chrysler Corp., laid off 7,000 of its 36,000 white-collar employees. The villains in the story were electronic computers and data processing systems.

Furthermore, many scientists are finding their specialties outmoded by rapid advances in technology. For example, many a vacuum-tube specialist must now look to new fields. The tiny transistor has rendered him obsolete.

Even among the ranks of management, intricate computer systems are programed to make high-level decisions, thus usurping certain functions of the executive.

Mr. Speaker, the facts speak for themselves. They present to us one of the great challenges of our time—a challenge which demands that we devote our intellectual resources to the planning of the construction use of automation. The impact of automation and mechanization on our economy requires new economic thinking and comprehensive planning. As a first tentative and long overdue step toward meeting the challenge of automation, I wholeheartedly urge all my colleagues to vote for H.R. 11611.

(Mr. RYAN of New York asked and was given permission to revise and extend his remarks.)

Mr. HOLLAND. Mr. Speaker, I yield such time as he may desire to the gentleman from California [Mr. ROOSEVELT].

Mr. ROOSEVELT. Mr. Speaker, I rise in support of this legislation and commend the distinguished chairman of the subcommittee, the gentleman from Pennsylvania [Mr. HOLLAND], for a very fine piece of work, and also the ranking minority member, the gentleman from New Jersey [Mr. FRELINGHUYSEN]. I am sure this legislation, while it is not an end-all, is a step in the direction of doing something positive in connection with the problem of automation.

(Mr. ROOSEVELT asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Speaker, I yield 4 minutes to the gentleman from Ohio [Mr. TAFT], a member of the Subcommittee on Labor.

(Mr. TAFT asked and was given permission to revise and extend his remarks.)

Mr. TAFT. Mr. Speaker, I rise in support of this measure. I think the fact that we still have in the United States an

unemployment rate in excess of 5 percent, in spite of the fact that we are enjoying a very considerable degree of prosperity, is sufficient evidence as to the need for this study.

The problem is a serious one. The differences of opinion as to the matter of theory in approaching the problem which have been advanced and suggested in various hearings on this measure and other measures in the Committee on Education and Labor give further testimony to the need for this study.

There seems to be a split philosophy with regard to this problem and connected problems as to whether or not for some reason there is only a limited amount of work available in the United States which has to be spread among all of our people.

I and many other Members who have heard the testimony agree with me that automation in itself is a good thing. Of course, it does result in some maladjustments and some problems arising for which there should be a proper degree of governmental concern in attempting to adjust these differences and ease the adjustments that may result in hardship to particular individuals affected.

I hope that this study will go ahead and consider the alternative theories involved between the limited body of work theory which, if we had adopted it even within as short a time as 10 years ago, would by now have doubled the amount of unemployment we presently face in this country. I think we should go ahead and study the problem as it applies not only to the question of automation itself, but also to a proposal that is still pending before our committee and the Congress on which there has been considerable controversy. That is the double overtime proposition.

If there ever was a proposal which is completely contrary in theory to the theories upon which we have been able to create enough jobs in this country, this is it. We have succeeded by recognizing that there is unlimited amount of work. There is no end to the services and the material production to provide employment for the people of the country. We have made progress because we have realized this. I hope the Commission will be authorized and will go ahead and study realistically in the light of our past progress what can be done to ease the problems that arise because of automation, but that they will do so without artificially limiting automation.

There is a real challenge in the job to be done. I go along with the elimination of excessively oriented powers of subpoena and investigation originally planned for the Commission but now eliminated from it.

I hope that the cost of the Commission can be kept to a minimum. It should be understood that the Commission under the legislation will expire on January 1, 1966.

Mr. DANIELS. Mr. Speaker, H.R. 11611 establishes a National Commission on Technology, Automation, and Economic Progress to study our industrial life so that we may have deeper insight



into the future scope of our economic world.

Vision is essential to progress. But the most creative vision must be undergirded by facts. It would be the vital task of the Commission to gather facts, particularly as related to the incredibly swift technological changes with which we are confronted, to assess these facts and to recommend actions to cope with the problems growing out of these changes. Not only do we want to solve these problems, but as importantly we want to grasp every constructive potentiality of these changes and bring them to the fullest possible realization.

The Commission will be composed of 14 Presidential appointees approved by the Senate. It will be broadly representative of the public and will include not less than two persons from labor and two from management.

It is contemplated that the Commission will draw upon the Nation's ablest minds from outside the ranks of Government to study our technological course in the next 10 years. Companion to these resources, the Federal Interagency Committee which the bill authorizes, will furnish the channel for direct utilization of the knowledge and data available through its Federal agency members. The Secretary of Labor and the Secretary of Commerce will be co-chairmen.

H.R. 11611 mirrors the findings of the Holland Select Subcommittee on Labor. The Manpower Development and Training Act of 1962 was an immediate outgrowth of the initial findings of the subcommittee. This act was the first step to meet automation and technological problems head on.

Public hearings on this proposal were held in April of this year at which prominent labor, management, and public officials testified. Additional spokesmen and groups were solicited for their views for inclusion in the record. It is noteworthy that not a single dissent respecting the need for this legislation or the major outlines of the Commission proposal was voiced. The problem of planning for the future, one might say, has been publicly recognized and proclaimed. The effectiveness of accomplishing this planning through the type of Commission proposal and the purposes set forth were uniformly, in all major respects, approved. It is a remarkable fact that so vital a measure raises no controversy.

It is to be noted that the Commission would be charged with recommendations as to actions which should appropriately be taken by management, labor, Federal, State, and local governments. The plan is to harness the strength of our varied forces in a unified effort for national growth. Measures to facilitate occupational adjustment and geographical mobility, with respect to technological demands, the Commission is expressly authorized to study. Further, study would be directed to the important task of sharing costs and alleviating the adverse impact of change on displaced workers.

Secretary Hodges in his testimony described the need for the proposed Commission in these terms:

This Nation faces a challenging dilemma. On the one hand, we must achieve continuous technological change if we are to have rising productivity and hence rising incomes in this country. On the other hand, we must ease the problems which both labor and management face in their attempts to adjust to technological change.

Secretary Wirtz emphasized that it is not how far or how fast we are advancing on the whole, or on the average; it is how many people are being left out. In his opinion:

The Commission's report will provide a base from which we will be able to move to higher levels of effectiveness with programs to promote economic and social progress and justice and to achieve full employment.

I urge speedy approval of this bill.

Mr. FULTON of Tennessee. Mr. Speaker, as a cosponsor of this bill, I favor the passage of H.R. 11611 for several reasons:

First. In the next decade, from all indications, there will continue to be rapid technological change, increasing urbanization, and even greater demands for specialized skills. Based on these foreseeable future developments, we must begin now to consider how the Nation can best prepare for a constructive and effective adjustment to these changes with the maximum benefit and minimum adverse effect.

Second. Although total employment is around 70 million and factory workers average \$101 in wages per week, there is a reservoir of forgotten people. First, the number of new jobs that are being created cannot keep pace with the growing ranks of the unemployed, particularly the youth. Seventeen percent of those aged 16 to 19 were jobless last year—triple the average unemployment rate for all age groups. About 750,000 teenagers will enter the labor market this year. Second, the automation innovations further reduce job opportunities. It has been estimated that five jobs are lost for every one created by automation. According to the most conservative estimates, 200,000 factory jobs are now being lost each year by increased productivity. Those displaced tend to be the most immobile and too often lack the specialized formal training for higher skilled jobs. Of the 61 million adult workers aged 22 to 64, only 24 million have had some formal job training and only 9 million others have been to college 3 years or more. The other 28 million have no formal training.

Let me emphasize that I do not oppose automation and technological change. These advances can release mankind from back-breaking labor, can create a more efficient product, and can bring the Nation many economic benefits.

At the same time, however, we must also face the challenges of dislocations, loss of jobs and the specter of poverty in the midst of plenty. We must allow the displaced workers effective mechanisms to permit them to have a successful transition into other methods of earning a living.

The National Commission on Automation and Technological Progress can provide the necessary comprehensive perspective to begin to assess the impact of

technology. It can analyze how to increase output and productivity while minimizing hardships to individual workers. It can begin to provide recommendations that will aid in identifying and describing the technological and economic effects as they apply to displaced jobs to new openings in specific industries and occupations and to the geographic areas most likely involved for the next decade. It can promote the application of recent technological advances to meet large-scale human needs.

In H.R. 9880, a bill I introduced concerning this subject, provisions were made for representatives from both labor and management to be part of this commission. I am happy to see this provision included in this bill. In this manner the membership will be broadly representative and will include not less than four members drawn equally from labor and management. Automation and technological progress is of vital concern to both of these groups and we recognize that for maximum benefit a combination of private and governmental action is necessary.

Furthermore, I am particularly interested in the commission's responsibility "to facilitate occupational adjustment and geographical mobility" and "to share the costs and help prevent and alleviate the adverse impact on displaced workers." Through the work of the commission we can learn whether these technological advances are benefitting us all, at the expense of a few, or benefitting a few, at the expense of us all.

By providing a long-range comprehensive view of automation and by focusing attention on the alternative courses of action, the commission can begin to provide a realistic program to meet future demands.

I respectfully urge passage of H.R. 11611.

Mrs. DWYER. Mr. Speaker, every American, no matter where he may live or what he may be doing, is now and will increasingly be affected by the technological revolution of our times. Virtually every aspect of our national life, but especially the means by which we earn a living and support our families, is undergoing a series of changes brought about by technological advancements, automation, computerization, and related developments which gave us greater and greater control over our environment.

Much of this represents solid progress. It is helping us reach and maintain the highest standard of living in the world. But there have been painful side effects, including the loss of jobs, the dislocation of families, and increasingly difficult standards of technical training and achievement. Unless we are able to understand and to master these harmful aspects of technological progress, we risk the loss of much of the benefit such progress holds out to humanity.

The problems associated with the new technology are much too complex and comprehensive to be dealt with successfully on a piecemeal basis. Before we can plan a national strategy for dealing with what is obviously a national problem, we must pool our resources of



understanding and attempt to see the problem in all its diverse ramifications. This, as I understand it, is the purpose of the pending legislation. By bringing together outstanding citizens who are knowledgeable in and representative of the fields of labor, management, and other areas of our economy and society, we can hope to identify and evaluate the effects, direction, and future impact of technological change on employment, education, production, and the character of our family and community lives. With this new and deeper understanding, we can then map the most promising means of realizing the maximum advantages of technological progress, of preserving basic human values, and of minimizing the harmful effects of such change on individual workers, their families, and their communities.

The tendency in recent years, Mr. Speaker, has been to deal too often with problems such as these in terms of quick headlines and quick thinking which have resulted in both hasty proposals and hasty opposition. The Nation needs to get down to fundamentals, to understand our problems and their real dimensions and to propose thoughtful solutions which can unite our people on the basis of their merits.

The pending bill, Mr. Speaker, represents such an approach and I hope the House will pass it.

Mr. FRELINGHUYSEN. Mr. Speaker, I have no further requests for time.

The SPEAKER pro tempore. The question is, Will the House suspend the rules and pass the bill, as amended?

The question was taken; and the Speaker pro tempore announced that in the opinion of the Chair two-thirds had voted in the affirmative.

Mr. BRUCE. Mr. Speaker, I object to the vote on the ground that a quorum is not present and make the point of order that a quorum is not present.

The SPEAKER pro tempore. Evidently a quorum is not present.

The Doorkeeper will close the doors, the Sergeant at Arms will notify absent Members, and the Clerk will call the roll.

The question was taken; and there were—yeas 259, nays 75, not voting 98, as follows:

[Roll No. 185]

| YEAS—259   |                |               |
|------------|----------------|---------------|
| Adair      | Brown, Calif.  | Dawson        |
| Addabbo    | Broyhill, N.C. | Delaney       |
| Albert     | Burke          | Dent          |
| Anderson   | Burton, Calif. | Denton        |
| Andrews    | Burton, Utah   | Derounian     |
| N. Dak.    | Byrne, Pa.     | Derwinski     |
| Arends     | Byrnes, Wis.   | Donohue       |
| Aspinall   | Cahill         | Downing       |
| Ayres      | Cameron        | Dulski        |
| Baker      | Carey          | Duncan        |
| Baldwin    | Cederberg      | Edmondson     |
| Barrett    | Celler         | Elliott       |
| Bates      | Chamberlain    | Ellsworth     |
| Battin     | Chenoweth      | Everett       |
| Beckworth  | Clancy         | Fallon        |
| Bell       | Clark          | Farbsteln     |
| Betts      | Cleveland      | Fascell       |
| Boggs      | Cohelan        | Findley       |
| Boland     | Collier        | Finnegan      |
| Bolton     | Conte          | Flood         |
| Frances P. | Corbett        | Fogarty       |
| Bolton     | Cramer         | Ford          |
| Oliver P.  | Cunningham     | Fraser        |
| Brademas   | Curtin         | Frelinghuysen |
| Bray       | Curtis         | Friedel       |
| Bromwell   | Daddario       | Fulton, Pa.   |
| Brooks     | Dague          | Fulton, Tenn. |
| Broomfield | Daniels        | Gallagher     |
| Brotzman   | Davis, Tenn.   | Garmatz       |

|                 |                |                |
|-----------------|----------------|----------------|
| Gary            | Matsunaga      | Roush          |
| Glaimo          | May            | Rumsfeld       |
| Gibbons         | Michel         | Ryan, N.Y.     |
| Gilbert         | Milliken       | St. Onge       |
| Gonzalez        | Mills          | Saylor         |
| Gray            | Minish         | Schadeberg     |
| Green, Oreg.    | Minshall       | Schneebeli     |
| Green, Pa.      | Monagan        | Schweiker      |
| Griffin         | Montoya        | Schwengel      |
| Grover          | Morgan         | Scott          |
| Hagen, Calif.   | Morris         | Secrest        |
| Halleck         | Morse          | Sheppard       |
| Hanna           | Moss           | Shipley        |
| Harding         | Multer         | Shriver        |
| Hardy           | Murphy, Ill.   | Sibal          |
| Harrison        | Murphy, N.Y.   | Sickles        |
| Harvey, Ind.    | Natcher        | Siler          |
| Hawkins         | Nedzi          | Sisk           |
| Hays            | Nix            | Slack          |
| Hechler         | O'Brien, N.Y.  | Smith, Iowa    |
| Hollifield      | O'Hara, Ill.   | Snyder         |
| Holland         | O'Hara, Mich.  | Springer       |
| Horan           | O'Konski       | Staebler       |
| Horton          | Olsen, Mont.   | Stafford       |
| Hutchinson      | Olson, Minn.   | Staggers       |
| Ichord          | O'Neill        | Stinson        |
| Jennings        | Osmer          | Stratton       |
| Joelson         | Ostertag       | Stubblefield   |
| Johnson, Calif. | Patman         | Sullivan       |
| Johnson, Pa.    | Patten         | Taft           |
| Johnson, Wls.   | Pelly          | Talcott        |
| Jonas           | Pepper         | Taylor         |
| Karsten         | Perkins        | Thompson, N.J. |
| Karth           | Philbin        | Thompson, Tex. |
| Kastenmeier     | Pickle         | Thomson, Wis.  |
| Keith           | Pike           | Tollefson      |
| Kelly           | Pillion        | Trimble        |
| Keogh           | Pirnie         | Tupper         |
| Kluczynski      | Poage          | Udall          |
| Kunkel          | Poff           | Ullman         |
| Latta           | Price          | Van Deerlin    |
| Leggett         | Reid, Ill.     | Vanik          |
| Lesinski        | Reifel         | Weaver         |
| Libonati        | Reuss          | Weltner        |
| Lindsay         | Rhodes, Ariz.  | Westland       |
| Long, Md.       | Rhodes, Pa.    | Whalley        |
| McCulloch       | Rich           | White          |
| McDade          | Riehlman       | Wickersham     |
| McDowell        | Rivers, Alaska | Willis         |
| McFall          | Roberts, Ala.  | Wilson, Bob    |
| McIntire        | Roberts, Tex.  | Wilson, Ind.   |
| McLoskey        | Rodino         | Wright         |
| Macdonald       | Rogers, Fla.   | Wylder         |
| MacGregor       | Rooney, N.Y.   | Wyman          |
| Madden          | Rooney, Pa.    | Young          |
| Mahon           | Roosevelt      | Younger        |
| Malliard        | Rosenthal      | Zablocki       |
| Marsh           | Rostenkowski   |                |
| Mathlas         | Roudebush      |                |

| NAYS—75       |               |                |
|---------------|---------------|----------------|
| Abbltt        | Fuqua         | Passman        |
| Abele         | Gathings      | Pool           |
| Abernethy     | Grant         | Quillen        |
| Ashmore       | Gross         | Rivers, S.C.   |
| Becker        | Hagan, Ga.    | Rogers, Tex.   |
| Beermann      | Haley         | St. George     |
| Belcher       | Hall          | Schenck        |
| Bennett, Fla. | Henderson     | Selden         |
| Berry         | Hoeven        | Sikes          |
| Bonner        | Hosmer        | Smith, Calif.  |
| Bow           | Huddleston    | Smith, Va.     |
| Brown, Ohio   | Jarman        | Stephens       |
| Broyhill, Va. | Jensen        | Teague, Calif. |
| Bruce         | Johansen      | Teague, Tex.   |
| Burleson      | Jones, Mo.    | Tuck           |
| Casey         | King, N.Y.    | Tuten          |
| Clawson, Del  | Kornegay      | Utt            |
| Colmer        | Kyl           | Van Pelt       |
| Davis, Ga.    | Langen        | Waggonner      |
| Devine        | Lennon        | Watson         |
| Dole          | McClory       | Watts          |
| Dorn          | Martin, Nebr. | Whitener       |
| Dowdy         | Matthews      | Whitten        |
| Fisher        | Murray        | Williams       |
| Fountain      | Nelsen        | Winstead       |

| NOT VOTING—98  |           |               |
|----------------|-----------|---------------|
| Alger          | Clausen   | Goodell       |
| Andrews, Ala.  | Don H.    | Goodling      |
| Ashbrook       | Cooley    | Grabowski     |
| Ashley         | Corman    | Griffiths     |
| Auchincloss    | Diggs     | Gubser        |
| Avery          | Dingell   | Gurney        |
| Baring         | Dwyer     | Halpern       |
| Barry          | Edwards   | Hansen        |
| Bass           | Evins     | Harris        |
| Bennett, Mich. | Feighan   | Harsha        |
| Blatnik        | Fino      | Harvey, Mich. |
| Bolling        | Flynt     | Healey        |
| Brock          | Foreman   | Hébert        |
| Buckley        | Forrester | Herlong       |
| Burkhalter     | Gill      | Hoffman       |
| Chelf          | Glenn     | Hull          |

|                |                |               |
|----------------|----------------|---------------|
| Jones, Ala.    | Miller, Calif. | Rogers, Colo. |
| Kee            | Miller, N.Y.   | Roybal        |
| Kilburn        | Moore          | Ryan, Mich.   |
| Kilgore        | Moorhead       | St Germain    |
| King, Calif.   | Morrison       | Senner        |
| Kirwan         | Morton         | Short         |
| Knox           | Mosher         | Skubitz       |
| Laird          | Norblad        | Steed         |
| Landrum        | Pilcher        | Thomas        |
| Lankford       | Powell         | Thompson, La. |
| Lipscomb       | Pucinski       | Toll          |
| Lloyd          | Purcell        | Vinson        |
| Long, La.      | Quie           | Wallhauser    |
| McMillan       | Rains          | Wharton       |
| Martin, Calif. | Randall        | Widnall       |
| Martin, Mass.  | Reid, N.Y.     | Wilson        |
| Meador         | Robison        | Charles H.    |

So (two-thirds having voted in favor thereof) the rules were suspended and the bill was passed.

The Clerk announced the following pairs:

|                                                          |                                                       |
|----------------------------------------------------------|-------------------------------------------------------|
| Mr. Hébert with Mr. Lipscomb.                            | Mr. King of California with Mr. Martin of California. |
| Mr. Cooley with Mr. Barry.                               | Mr. Toll with Mr. Goodling.                           |
| Mr. Dingell with Mr. Bennett of Michigan.                | Mr. Morrison with Mr. Miller of New York.             |
| Mr. Grabowski with Mr. Harsha.                           | Mr. Chelf with Mr. Alger.                             |
| Mr. St Germain with Mr. Wallhauser.                      | Mr. Healey with Mr. Goodell.                          |
| Mr. Evins with Mr. Moore.                                | Mrs. Griffiths with Mrs. Dwyer.                       |
| Mr. Randall with Mr. Knox.                               | Mr. Miller of California with Mr. Gubser.             |
| Mr. Feighan with Mr. Norblad.                            | Mr. Buckley with Mr. Don Clausen.                     |
| Mr. Thompson of Louisiana with Mr. Brock.                | Mr. Thomas with Mr. Auchincloss.                      |
| Mr. Blatnik with Mr. Meador.                             | Mr. Kirwan with Mr. Laird.                            |
| Mr. Hull with Mr. Reid of New York.                      | Mr. Rogers of Colorado with Mr. Quie.                 |
| Mr. Moorhead with Mr. Glenn.                             | Mr. Herlong with Mr. Skubitz.                         |
| Mr. Kilgore with Mr. Foreman.                            | Mr. Ashley with Mr. Ashbrook.                         |
| Mr. Andrews of Alabama with Mr. Martin of Massachusetts. | Mr. Rains with Mr. Short.                             |
| Mr. Pucinski with Mr. Widnall.                           | Mr. Landrum with Mr. Morton.                          |
| Mr. Roybal with Mr. Harvey of Michigan.                  | Mr. Harris with Mr. Gurney.                           |
| Mr. Charles H. Wilson with Mr. Fino.                     | Mr. Corman with Mr. Halpern.                          |
| Mr. Jones of Alabama with Mr. Mosher.                    | Mr. Flynt with Mr. Robison.                           |
| Mr. Pilcher with Mr. Hoffman.                            | Mr. Gill with Mr. Wharton.                            |
| Mr. Long of Louisiana with Mr. Kilburn.                  | Mr. Forrester with Mr. Avery.                         |
| Mr. Edwards with Mr. Powell.                             | Mr. Lankford with Mr. Diggs.                          |
| Mr. Baring with Mr. Ryan of Michigan.                    | Mrs. Hansen with Mr. McMillan.                        |
| Mr. Bass with Mrs. Kee.                                  | Mr. Senner with Mr. Burkhalter.                       |
| Mr. Steed with Mr. Vinson.                               |                                                       |

Mr. DOWNING changed his vote from "nay" to "yea."

Mr. CASEY changed his vote from "yea" to "nay."

The result of the vote was announced as above recorded.

The doors were opened.

A motion to reconsider was laid on the table.

PROVIDING FOR ADJUSTMENTS IN ANNUITIES UNDER THE FOREIGN SERVICE RETIREMENT AND DISABILITY SYSTEM

Mr. HAYS. Mr. Speaker, I move to suspend the rules and pass the bill (H.R.



10485) to provide for adjustments in annuities under the Foreign Service Retirement and Disability System.

The Clerk read as follows:

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That this Act may be cited as the "Foreign Service Annuity Adjustment Act of 1964".

SEC. 2. (a) Annuities paid from the Foreign Service retirement and disability fund on the date of enactment of this Act, based on service performed by annuitants which terminated prior to October 16, 1960, shall be adjusted under the provisions of section 821(b) of the Foreign Service Act of 1946, as amended, relating to the formula for reduction in annuity to provide for a surviving widow, as though such provisions had been in effect on the date of the annuitant's separation from the Service, or, in the case of any annuitant who makes an election under paragraph (1) or (2) of this subsection, in accordance with the following:

(1) An annuitant who at time of retirement was married to a wife who is still living (and to whom he is married on the date of enactment of this Act), and for whom he has not elected a widow survivor benefit before such date of enactment, may, within one hundred and twenty days after such date of enactment, elect to provide a widow survivor benefit of \$2,400 per annum. The annuity of an annuitant who makes an election under this paragraph shall be reduced by \$300 per annum.

(2) An annuitant who at time of retirement was married to a wife who is still living (and to whom he is married on the date of enactment of this Act) and for whom he has elected, before such date of enactment, a widow survivor benefit of less than \$2,400 per annum, may, within one hundred and twenty days after such date of enactment, elect to provide a widow survivor benefit of \$2,400 per annum. The annuity of an annuitant who makes an election under this paragraph shall be reduced by \$300 per annum in lieu of any reductions of his annuity in effect on the date of enactment of this Act because of elections made by him before such date of enactment in connection with the provision of a widow survivor annuity.

(b) If an annuitant referred to in paragraph (a) (1) or (a) (2) of this section dies within one hundred and twenty days after the date of enactment of this Act, without having made an election under such paragraph (a) (1) or (a) (2), his surviving widow shall be paid the greater of—

(1) \$2,400; or

(2) the annuity to which she may be entitled from the Foreign Service Retirement and Disability Fund as his widow under any provision of law in effect on the date of the death of the annuitant.

SEC. 3. If a former participant whose service as a class 4 Foreign Service officer was terminated prior to October 16, 1960, and who elected a deferred annuity, dies before becoming eligible to receive an annuity, the benefit of the surviving widow, if she was eligible under the terms of the law in effect upon his separation from the Service, shall not be less than \$2,400 per annum.

SEC. 4. In any case in which an annuitant who retired prior to October 16, 1960, dies before the date of enactment of this Act, leaving a widow to whom he was married at time of retirement who is not entitled to receive an annuity as his widow under the Foreign Service Retirement and Disability System, and who is not receiving benefits as his widow under the Federal Employees' Compensation Act, the Secretary of State shall grant such widow, whether remarried or not, an annuity of \$2,400 per annum.

SEC. 5. The annuity of each widow survivor annuitant who, on the date of enactment of

this Act, is receiving a survivor annuity from the Foreign Service Retirement and Disability Fund of less than \$2,400 per annum is hereby increased to \$2,400 per annum.

SEC. 6. The annuity benefits elected or provided with respect to any widow under section 2, 3, 4, or 5 of this Act shall be in lieu of any annuity benefits to which such widow otherwise would be entitled as the widow of the Foreign Service officer with respect to whom such annuity benefits are so elected or provided.

SEC. 7. Any increase, adjustment, or grant of an annuity under section 2, 4, or 5 of this Act shall commence on the first day of the month following the expiration of the 120-day period beginning on the date of enactment of this Act, and the monthly rate payable shall be fixed at the nearest dollar.

SEC. 8. Annuity benefits provided by this Act shall be paid from the Foreign Service Retirement and Disability Fund; except that, no part of such Fund shall be applied toward the payment of any benefits under section 2, 4, or 5 of this Act until an appropriation is made to such fund in an amount which the Secretary of the Treasury estimates to be necessary to prevent an increase in the unfunded liability to such fund for the first fiscal year during which such benefits are payable.

SEC. 9. Title VIII of the Foreign Service Act of 1946, as amended, is amended as follows:

(1) Section 821(b) of such Act (22 U.S.C. 1076(b)) is amended to read as follows:

"(b) (1) At the time of retirement, any married female participant may elect to receive a reduced annuity and to provide for an annuity payable to her husband, commencing on the date following such participant's death and terminating upon the death of such surviving husband. The annuity payable to the surviving husband after such participant's death shall be 50 per centum of the amount of the participant's annuity computed as prescribed in paragraph (a) of this section up to the full amount of such annuity specified by her as the base for the survivor benefits. The annuity of the participant making such election shall be reduced by  $2\frac{1}{2}$  per centum of any amount up to \$2,400 she specifies as the base for the survivor benefit plus 10 per centum of any amount over \$2,400 so specified.

"(2) At the time of retirement, the annuity of each married male participant computed as prescribed in paragraph (a) of this section shall be reduced by \$300 to provide for his surviving wife a minimum annuity of \$2,400; except that, if his annuity is more than \$4,800, he may elect up to 50 per centum of such annuity for his surviving wife, and if such election is made, his annuity shall be further reduced by 10 per centum of the difference between \$4,800 and the base he specifies for the survivor benefit."

(2) The first sentence of section 832(b) of such Act (22 U.S.C. 1082(b)) is amended by inserting immediately before the period at the end thereof the following: "; except that the annuity of any widow shall not be less than \$2,400".

(3) At the end of title VIII of such Act add the following:

**"PART J—COST-OF-LIVING ADJUSTMENTS OF ANNUITIES**

"SEC. 882. (a) On the basis of determination made by the Civil Service Commission pursuant to section 18 of the Civil Service Retirement Act, as amended, pertaining to per centum change in the price index, the following adjustments shall be made:

"(1) Effective April 1, 1964, if the change in the price index from 1962 to 1963 shall have equaled a rise of at least 3 per centum, each annuity payable from the fund which has a commencing date earlier than January 2, 1963, shall be increased by the per centum

rice in the price index adjusted to the nearest one-tenth of 1 per centum.

"(2) Effective April 1 of any year other than 1964 after the price index change shall have equaled a rise of at least 3 per centum, each annuity payable from the fund which has a commencing date earlier than January 2 of the preceding year shall be increased by the per centum rise in the price index adjusted to the nearest one-tenth of 1 per centum.

"(b) Eligibility for an annuity increase under this section shall be governed by the commencing date of each annuity payable from the fund as of the effective date of an increase, except as follows:

"(1) Effective from the date of the first increase under this section, an annuity payable from the fund to an annuitant's survivor (other than a child entitled under section 821(c)), which annuity commenced the day after the annuitant's death, shall be increased as provided in subsection (a) (1) or (a) (2) if the commencing date of annuity to the annuitant was earlier than January 2 of the year preceding the first increase.

"(2) Effective from its commencing date, an annuity payable from the fund to an annuitant's survivor (other than a child entitled under section 821(c)), which annuity commences the day after the annuitant's death and after the effective date of the first increase under this section, shall be increased by the total per centum increase the annuitant was receiving under this section at death.

"(3) For purposes of computing an annuity which commences after the effective date of the first increase under this section to a child under section 821(c), the items \$600, \$720, \$1,800, and \$2,160 appearing in section 821(c) shall be increased by the total per centum increase allowed and in force under this section and, in case of a deceased annuitant, the items 40 per centum and 50 per centum appearing in section 821(c) shall be increased by the total per centum increase allowed and in force under this section to the annuitant at death. Effective from the date of the first increase under this section, the provisions of this paragraph shall apply as if such first increase were in effect with respect to computation of a child's annuity under section 821(c) which commenced between January 2 of the year preceding the first increase and the effective date of the first increase.

"(c) No increase in annuity provided by this section shall be computed on any additional annuity purchased at retirement by voluntary contributions.

"(d) No increase in annuity provided by this section shall apply to amounts paid under authority of section 5 of Public Law 84-503, as amended, section 4 of the Foreign Service Annuity Adjustment Act of 1964, or any other law authorizing annuity grants to widows.

"(e) The monthly installment of annuity after adjustment under this section shall be fixed at the nearest dollar."

The SPEAKER. Is a second demanded?

Mrs. FRANCES P. BOLTON. Mr. Speaker, I demand a second.

Mr. HAYS. Mr. Speaker, I ask unanimous consent that a second be considered as ordered.

The SPEAKER. Is there objection to the request of the gentleman from Ohio? There was no objection.

Mr. HAYS. Mr. Speaker, I yield myself such time as I may consume.

Mr. Speaker, this bill, H.R. 10485, is basically a bill focused on adjustments of annuities of retired Foreign Service officers and their widows.







88TH CONGRESS  
2D SESSION

# H. R. 11611

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IN THE SENATE OF THE UNITED STATES

JULY 22, 1964

Read twice and referred to the Committee on Labor and Public Welfare

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## AN ACT

To establish a National Commission on Technology, Automation,  
and Economic Progress.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*  
3       That Congress finds it imperative to accelerate the national  
4       effort to—

5               (a) identify and assess the past effects and the  
6       current and prospective role and pace of technological  
7       change;

8               (b) identify and describe the impact of technologi-  
9       cal and economic change on production and employment,  
10      including new job requirements and the major types of  
11      worker displacement, both technological and economic,



1        which are likely to occur during the next ten years; the  
2        specific industries, occupations, and geographic areas  
3        which are most likely to be involved; and the social and  
4        economic effects of these developments on the Nation's  
5        economy, manpower, communities, families, social struc-  
6        ture, and human values;

7            (c) define those areas of unmet community and  
8        human needs toward which application of new tech-  
9        nologies might most effectively be directed, encompass-  
10       ing an examination of technological developments that  
11       have occurred in recent years, including those resulting  
12       from the Federal Government's research and develop-  
13       ment programs;

14           (d) assess the most effective means for channeling  
15       new technologies into promising directions, including  
16       civilian industries where accelerated technological ad-  
17       vancements will yield general benefits, and assess the  
18       proper relationship between governmental and private  
19       investment in the application of new technologies to  
20       large-scale human and community needs;

21           (e) recommend, in addition to those actions which  
22       are the responsibility of management and labor, specific  
23       administrative and legislative steps which it believes  
24       should be taken by the Federal, State, and local govern-  
25       ments in meeting their responsibilities (1) to support

1 and promote technological change in the interest of  
2 continued economic growth and improved well-being  
3 of our people, (2) to continue and adopt measures  
4 which will facilitate occupational adjustment and geo-  
5 graphical mobility, and (3) to share the costs and  
6 help prevent and alleviate the adverse impact of change  
7 on displaced workers.

8 SEC. 2. In order to carry out the objectives of this Act  
9 there is hereby established the National Commission on  
10 Technology, Automation, and Economic Progress, herein-  
11 after referred to as the "Commission".

12 SEC. 3. The Commission shall be composed of fourteen  
13 members appointed by the President, by and with the advice  
14 and consent of the Senate, from among persons outside the  
15 Government with a competency in the areas to be dealt with  
16 by the Commission. The Commission shall be broadly repre-  
17 sentative and shall include not less than four members drawn  
18 equally from labor and management. One of the members  
19 shall be designated by the President as Chairman of the  
20 Commission. Eight members of the Commission shall con-  
21 stitute a quorum. Any vacancy in the Commission shall  
22 not affect its power, but shall be filled in the same manner  
23 in which the original appointment was made.

24 SEC. 4. The Commission shall make a comprehensive  
25 and impartial study and make recommendations from time

1 to time as needed for constructive action in the areas desig-  
2 nated in section 1 of this Act.

3 SEC. 5. Members of the Commission appointed from  
4 outside Government shall each receive \$100 per diem when  
5 engaged in the actual performance of duties of the Com-  
6 mission.

7 SEC. 6. There is hereby established a Federal Inter-  
8 agency Committee consisting of the heads of the Depart-  
9 ments of Agriculture, Labor, Commerce, Defense, Health,  
10 Education, and Welfare, and the National Aeronautics and  
11 Space Administration, and the Chairman of the Council of  
12 Economic Advisers, and the Director of the Office of Science  
13 and Technology, and the Chairman of the Atomic Energy  
14 Commission, or their designees, to advise the Commission  
15 and to maintain effective liaison with the resources of such  
16 departments and agencies. The Secretaries of Labor and the  
17 Secretary of Commerce shall serve as Cochairmen of the  
18 Committee.

19 SEC. 7. (a) The Commission shall have power to ap-  
20 point and fix the compensation of such personnel as it deems  
21 advisable, without regard to the provision of the civil service  
22 laws and the Classification Act of 1949, as amended. In  
23 addition, the Commission may procure temporary and inter-  
24 mittent services to the same extent as is authorized for the  
25 departments by section 15 of the Act of August 2, 1946



1 (60 Stat. 810), but at rates not to exceed \$75 per diem for  
2 individuals.

3 (b) The Commission is authorized to appoint an execu-  
4 tive secretary to oversee the work of the staff under the  
5 general direction of the Commission.

6 SEC. 8. All members and other personnel of the Com-  
7 mission shall be reimbursed for travel, subsistence, and neces-  
8 sary expenses in accordance with law.

9 SEC. 9. The Department of Labor shall provide the  
10 Commission necessary administrative services (including  
11 those related to budgeting, accounting, financial reporting,  
12 personnel, and procurement) for which payment shall be  
13 made in advance, or by reimbursement, from funds of the  
14 Commission in such amounts as may be agreed upon by the  
15 Commission and the Secretary of Labor.

16 SEC. 10. The Commission, or on the authorization of  
17 the Commission, any subcommittee or panel thereof, may,  
18 for the purpose of carrying out its functions and duties, hold  
19 such hearings and sit and act at such times and places as the  
20 Commission or such subcommittee or panel may deem  
21 advisable.

22 SEC. 11. The Commission is authorized to negotiate and  
23 enter into contracts with private organizations to carry out  
24 such studies and to prepare such reports as the Commission  
25 determines to be necessary in order to carry out its duties.

1        SEC. 12. The Commission is authorized to secure di-  
2 rectly from any executive department, agency, or inde-  
3 pendent instrumentality of the Government any information  
4 it deems necessary to carry out its functions under this Act;  
5 and each such department, agency, and instrumentality is  
6 authorized and directed to cooperate with the Commission  
7 and, to the extent permitted by law, to furnish such informa-  
8 tion to the Commission, upon request made by the Chair-  
9 man.

10       SEC. 13. The Commission shall submit a final report of  
11 its findings and recommendations to the President and the  
12 Congress by January 1, 1966. The Commission shall cease  
13 to exist thirty days after submitting its final report.

14       SEC. 14. There are hereby authorized to be appro-  
15 priated to the Commission, out of any money in the Treas-  
16 ury not otherwise appropriated, such sums not in excess of  
17 \$2,000,000, as may be necessary to carry out the provisions  
18 of this Act.

Passed the House of Representatives July 21, 1964.

Attest:

RALPH R. ROBERTS,

*Clerk.*





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## AN ACT

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To establish a National Commission on Technology, Automation, and Economic Progress.

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JULY 22, 1964

Read twice and referred to the Committee on Labor and Public Welfare







*Senate*

SENATE

*July 28, 1964*

13. MEAT IMPORTS. Passed, 72 to 15, with amendments H. R. 1839, imposing quotas on the importation of meat and meat products (pp. 16520, 16523-43, 16547-614). Rejected, 16 to 70, a motion to recommit (pp. 16580, 16589-92, 16611-2).  
Agreed to an amendment by Sen. Keating "to strike out the provisions relating to wild animals and birds." pp. 16578-80  
Rejected the following amendments:  
By Sen. Gore, as a substitute for the committee amendment on meat importation. pp. 16574-7  
By Sen. Mansfield, as a substitute for the Gore substitute. pp. 16574-7  
Sens. Bennett and Pell urged controls on wool imports. pp. 16520, 16592
14. ETHICS. Placed on the calendar S.J. Res. 187, to establish a Commission on Ethics in the Federal Government. Sen. Clark submitted an amendment, intended to be proposed by him, to create a General Committee on the Organization of Congress. pp. 16509, 16629
15. TAXATION. Sen. Metcalf criticized the distribution by investor-owned power companies of tax-free dividends and inserted a newsletter of the Electric Consumers Information Committee. pp. 16545-6
16. LEGISLATIVE APPROPRIATION BILL FOR 1965. Passed as reported the bill, H. R. 10723. Conferees were appointed. pp. 16616-26
17. D.C. APPROPRIATION BILL FOR 1965. The Appropriations Committee reported with amendments this bill, H. R. 10199. (S. Rept. 1247). p. 16629
18. METEOROLOGICAL SERVICES. The Commerce Committee voted to report (but did not actually report) S. 970, authorizing the Secretary of Commerce to utilize funds received from State and local governments for special meteorological services. p. D596
19. WOOL. The Commerce Committee voted to report (but did not actually report) S. 1778, amended, permitting wool products to be sold without a label whenever disclosure of wool fiber content is not necessary for the protection of the consumer. p. D596
20. POVERTY. Sen. Lausche criticized the provisions of the poverty bill for restoration of private strip-mining lands. pp. 16510-2
21. INFORMATION, ADMINISTRATIVE LAW. Passed as reported S. 1666, to amend Sec. 3 of the Administrative Procedure Act so as to clarify and protect the right of the public to information. Sen. Dirksen cited a case in which this Department refused to give information regarding complaints that had been made against a farmer in connection with his acreage allotments (pp. 16512-5). Later in the day Sen. Humphrey entered a motion to reconsider the bill, stating that some provisions should be discussed on the Senate floor (p. 16627).
22. CONSUMER CREDIT. Sen. Bennett claimed S. 750, the truth-in-lending bill, would be difficult to carry out. As an example, he stated that a USDA pamphlet, "Consumer's Quick Credit Guide," contains mistakes. pp. 16518-20

23. RECREATION. Sen. Douglas spoke in favor of S. 2249, to authorize the Indiana Dunes National Lakeshore. p. 16523
24. EDUCATION. The Labor and Public Welfare Committee voted to report (but did not actually report) a bill to extend the National Defense Education Act for 3 years and to extend the impacted-areas legislation for 2 years. p. D597
25. HOUSING. The Banking and Currency Committee voted to report (but did not actually report) a bill "embodying Housing Amendments for 1964." p. D596
26. RECLAMATION; FLOOD CONTROL. The Foreign Relations Committee reported without amendment H. R. 7419, to maintain flood control work on the lower Colorado River (S. Rept. 1249). p. 16629
27. AUTOMATION. The Labor and Public Welfare Committee voted to report (but did not actually report) H. R. 11611, amended, to establish a National Commission on Technology, Automation, and Economic Progress. p. D597

#### ITEMS IN APPENDIX

28. FARM PRICES. Rep. Berry inserted a farmer's letter stating that under a "Democratic board of county commissioners" taxes on his farm have increased and he is receiving less for his crops. pp. A3927-8
29. PLATFORM. Rep. Laird inserted the 1964 GOP platform. pp. A3934-41
30. SOIL CONSERVATION. Extension of remarks of Rep. Everett commanding the Soil Conservation Service, and inserting an article praising Walter Everett Hunt, a pioneer farmer who introduced in the State of Tenn. legislature a bill to establish the SCS in Tenn. in 1939. pp. A3943-4
31. WHEAT; FOREIGN TRADE. Extension of remarks of Rep. Chamberlain expressing concern over shipment of grain to Russia, and inserting an article, "Doubts About Grain Sale Now Being Borne Out." pp. A3947-8
32. CIVIL RIGHTS. Rep. Burton inserted a summary of the basic provisions of the Civil Rights Act. pp. A3949-50
33. LUMBER EXPORTS. Extension of remarks of Rep. Westland stating that he shares the concern being expressed over the problem of log exports from the Pacific Northwest to Japan and other foreign countries, and inserting an article, "Log Exports are Job Exports." p. A3922
34. POVERTY. Rep. Berry inserted an article opposing the proposed poverty bill. p. A3923  
Extension of remarks of Rep. Ayres criticizing the "shortcomings and deficiencies" in the administration's poverty bill, and urged enactment of his proposed bill. pp. A3944-5  
Rep. Younger inserted an article, "The Impact of U.S. Foreign Economic Policy on the War on Poverty." pp. A3954-6







# Digest of CONGRESSIONAL PROCEEDINGS

OFFICE OF  
BUDGET AND FINANCE

(For information only;  
should not be quoted  
or cited)

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE

Washington, D. C. 20250

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Issued July 31, 1964

For actions of July 30, 1964

88th-2nd; No. 146

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HIGHLIGHTS: House passed wilderness bill. House conferees were appointed on pay bill. Senate committee reported independent offices appropriation bill. Rep. Gurney accused Secretary Freeman of playing politics with meat-imports legislation, and Rep. Albert denied accusations.

### HOUSE

1. PERSONNEL; PAY. Adopted, 244 to 131, a resolution to send H.R. 11049, the Federal pay bill, to conference. House conferees were appointed. Senate conferees have been appointed. pp. 16841-4

The "Daily Digest" states that the conferees met in executive session but made no announcements and will meet again on Mon., Aug. 3, p. D614

2. WILDERNESS. Passed with amendment S. 4, to establish a National Wilderness Preservation System. By a vote of 373 to 1, H.R. 9070 had been passed earlier, with amendments, but was subsequently tabled due to passage of the Senate bill amended to include the language of the House bill. pp. 16844-77

3. HOUSING; COMMUNITY DEVELOPMENT. The Housing Subcommittee of the Banking and Currency Committee approved H.R. 9751 (a clean bill is to be introduced), the housing and community development bill. p. D613-4
4. DEFENSE APPROPRIATION BILL, 1965. House conferees were appointed on this bill, H.R. 10939. Senate conferees have been appointed. p. 16839
5. MEAT IMPORTS. Rep. Gurney stated that the administration is trying to play "smokerroom" politics with the American cattle industry in the handling of the meat-imports legislation, that Secretary Freeman was conferring with the Democratic leadership, and that the House "ought to know what this visit was all about." pp. 16840-1
6. APPALACHIA. The Public Works Committee was granted permission to file a report by midnight Fri., July 31, on H.R. 11946, the Appalachia bill. p. 18839
7. WHEAT. Rep. Bennett spoke on wheat shipments to Russia and stated that "not one grain of wheat has been shipped to Russia or any Communist bloc country under the controversial legislation of 1963 allowing the Export-Import Bank to extend credit for the sale of wheat to Russia." p. 16839
8. ICE AGE NATIONAL RESERVE. Rep. Reuss inserted an article in support of H.R. 1096, to authorize the Secretary of the Interior to cooperate with Wisc. in the designation and administration of the Ice Age National Scientific Reserve. pp. 16884-5
9. ECONOMICS. Rep. Joelson urged action on his bill to establish an Economic Conversion Commission. p. 16887
10. POLITICAL ACTIVITY. Rep. Hall discussed what he termed "political immorality" and inserted editorials and articles which included references to employees of this Department with regard to alleged political activity. pp. 16891-3
11. AREA REDEVELOPMENT. Received from ARA a report commenting upon a GAO report, "Overstatement of Number of Jobs Created Under the Accelerated Public Works Program." p. 16895
12. LEGISLATIVE PROGRAM. Rep. Albert announced that on Mon. H.R. 3672, the Savery-Pot Hook, Bostwich Park, reclamation bill, and H.R. 10446, to permit the use of statistical sampling procedures in the examination of vouchers, will be considered; that on Tues. it is expected that H.R. 11377, the poverty bill, will be taken up with final passage on Fri., and that H.R. 1803, the Ozark National Scenic Riverways, Mo., bill will also be considered on Fri. pp. 16877-8
13. ADJOURNED until Mon., Aug. 3. p. 16895

SENATE

14. AUTOMATION. The Labor and Public Welfare Committee reported with amendments H.R. 11611, to establish a National Commission on Automation (S. Rept. 1268). p. D611



## NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS

JULY 30, 1964.—Ordered to be printed under authority of the order of the Senate of July 30, 1964

Mr. CLARK, from the Committee on Labor and Public Welfare, submitted the following

### REPORT

[To accompany H.R. 11611]

The Committee on Labor and Public Welfare, to whom was referred the bill (H.R. 11611) to establish a National Commission on Technology, Automation, and Economic Progress, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

#### PURPOSE AND SUMMARY OF THE BILL

The bill provides for the creation of a 14-member Presidential Commission to undertake a broad assessment of the impact of technological change and automation upon production, employment, and communities. The Commission will recommend to the President and the Congress appropriate measures to minimize any harmful dislocations which may be engendered by technological change and maximize its benefits for economic progress.

The 14 members of the Commission will be appointed by the President, with the advice and consent of the Senate, from persons outside the Government who have competency relevant to the concerns of the Commission.

The bill establishes a Federal Interagency Committee to serve the Commission in an advisory and liaison capacity. Committee membership consists of the Secretaries of Agriculture, Labor, Commerce, Defense, and Health, Education, and Welfare, and the heads of NASA, Council of Economic Advisers, Office of Science and Technology, Atomic Energy Commission, and Arms Control and Disarmament Agency.

1 which are likely to occur during the next ten years; the  
2 specific industries, occupations, and geographic areas  
3 which are most likely to be involved; and the social and  
4 economic effects of these developments on the Nation's  
5 economy, manpower, communities, families, social struc-  
6 ture, and human values;

7 (c) define those areas of unmet community and  
8 human needs toward which application of new tech-  
9 nologies might most effectively be directed, encompass-  
10 ing an examination of technological developments that  
11 have occurred in recent years, including those resulting  
12 from the Federal Government's research and develop-  
13 ment programs;

14 (d) assess the most effective means for channeling  
15 new technologies into promising directions, including  
16 civilian industries where accelerated technological ad-  
17 vancements will yield general benefits, and assess the  
18 proper relationship between governmental and private  
19 investment in the application of new technologies to  
20 large-scale human and community needs;

21 (e) recommend, in addition to those actions which  
22 are the responsibility of management and labor, specific  
23 administrative and legislative steps which it believes  
24 should be taken by the Federal, State, and local govern-  
25 ments in meeting their responsibilities (1) to support

1 and promote technological change in the interest of  
2 continued economic growth and improved well-being  
3 of our people, (2) to continue and adopt measures  
4 which will facilitate occupational adjustment and geo-  
5 graphical mobility, and (3) to share the costs and  
6 help prevent and alleviate the adverse impact of change  
7 on displaced workers.

8 SEC. 2. In order to carry out the objectives of this Act  
9 there is hereby established the National Commission on  
10 Technology, Automation, and Economic Progress, herein-  
11 after referred to as the "Commission".

12 SEC. 3. The Commission shall be composed of fourteen  
13 members appointed by the President, by and with the advice  
14 and consent of the Senate, from among persons outside the  
15 Government with a competency in the areas to be dealt with  
16 by the Commission. The Commission shall be broadly rep-  
17 resentative and shall include not less than four members  
18 drawn equally from labor and management. One of the mem-  
19 bers shall be designated by the President as Chairman of the  
20 Commission. Eight members of the Commission shall con-  
21 stitute a quorum. Any vacancy in the Commission shall  
22 not affect its power, but shall be filled in the same manner  
23 in which the original appointment was made.

24 SEC. 4. The Commission shall make a comprehensive  
25 and impartial study and make recommendations from time



1 to time as needed for constructive action in the areas design-  
2 nated in section 1 of this Act.

3 SEC. 5. Members of the Commission appointed from  
4 outside Government shall each receive \$100 per diem when  
5 engaged in the actual performance of duties of the Com-  
6 mission.

7 SEC. 6. There is hereby established a Federal Inter-  
8 agency Committee consisting of the heads of the Depart-  
9 ments of Agriculture, Labor, Commerce, Defense, Health,  
10 Education, and Welfare, and the National Aeronautics and  
11 Space Administration, and the Chairman of the Council of  
12 Economic Advisers, and the Director of the Office of Science  
13 and Technology, ~~and~~ the Chairman of the Atomic Energy  
14 Commission, *and the Director of the United States Arms*  
15 *Control and Disarmament Agency*, or their designees, to  
16 advise the Commission and to maintain effective liaison with  
17 the resources of such departments and agencies. The Secre-  
18 taries of Labor and ~~the Secretary~~ of Commerce shall serve  
19 as Cochairmen of the Committee.

20 SEC. 7. (a) The Commission shall have power to ap-  
21 point and fix the compensation of such personnel as it deems  
22 advisable, without regard to the provisions of the civil service  
23 laws and the Classification Act of 1949, as amended. In  
24 addition, the Commission may procure temporary and inter-  
25 mittent services to the same extent as is authorized for the

1 departments by section 15 of the Act of August 2, 1946  
2 (60 Stat. 810), but at rates not to exceed \$75 per diem for  
3 individuals.

4 (b) The ~~Commission~~ *President* is authorized to appoint  
5 *by and with the advice and consent of the Senate and, without*  
6 *regard to the provisions of the Classification Act of 1949,*  
7 *as amended, to fix the compensation of, an executive secre-*  
8 *tary to oversee the work of the staff under the general*  
9 *direction of the Commission.*

10 SEC. 8. All members and other personnel of the Com-  
11 mission shall be reimbursed for travel, subsistence, and neces-  
12 sary expenses in accordance with law.

13 SEC. 9. The Department of Labor shall provide the  
14 Commission necessary administrative services (including  
15 those related to budgeting, accounting, financial reporting,  
16 personnel, and procurement) for which payment shall be  
17 made in advance, or by reimbursement, from funds of the  
18 Commission in such amounts as may be agreed upon by the  
19 Commission and the Secretary of Labor.

20 SEC. 10. The Commission, or on the authorization of  
21 the Commission, any subcommittee or panel thereof, may,  
22 for the purpose of carrying out its functions and duties, hold  
23 such hearings and sit and act at such times and places as the  
24 Commission or such subcommittee or panel may deem  
25 advisable.

1        SEC. 11. The Commission is authorized to negotiate and  
2 enter into contracts with private organizations to carry out  
3 such studies and to prepare such reports as the Commission  
4 determines to be necessary in order to carry out its duties.

5        SEC. 12. The Commission is authorized to secure di-  
6 rectly from any executive department, agency, or inde-  
7 pendent instrumentality of the Government any information  
8 it deems necessary to carry out its functions under this Act;  
9 and each such department, agency, and instrumentality is  
10 authorized and directed to cooperate with the Commission  
11 and, to the extent permitted by law, to furnish such informa-  
12 tion to the Commission, upon request made by the Chair-  
13 man.

14        SEC. 13. The Commission shall submit a final report of  
15 its findings and recommendations to the President and the  
16 Congress by January 1, 1966. The Commission shall cease  
17 to exist thirty days after submitting its final report.

18        SEC. 14. There are hereby authorized to be appro-  
19 priated to the Commission, out of any money in the Treas-  
20 ury not otherwise appropriated, such sums not in excess of  
21 ~~\$2,000,000~~ \$1,000,000, as may be necessary to carry out  
22 the provisions of this Act.

Passed the House of Representatives July 21, 1964.

Attest:

RALPH R. ROBERTS,

*Clerk.*





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**AN ACT**

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To establish a National Commission on Technology, Automation, and Economic Progress.

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JULY 22, 1964

Read twice and referred to the Committee on Labor and Public Welfare

JULY 30, 1964

Reported with amendments







*Senate*

- 3 -

*July 31, 1964*

Passed as reported S. 1531, to increase the appropriations authorization for the completion of the construction of the irrigation and power systems of the Flathead Indian irrigation project, Mont. p. 16948

The Interior and Insular Affairs Committee voted to report (but did not actually report) S. 1658, authorizing construction of the Central Arizona project, Ariz. and N. Mex. p. D617

19. PUBLIC WORKS APPROPRIATION BILL, 1965. A subcommittee of the Appropriations Committee approved for full committee consideration this bill, H. R. 11579. p. D617
  20. LANDS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 5498, authorizing sale of public lands not needed for Federal program requirements; and H. R. 3070, to establish a Public Land Law Review Commission to study existing laws and procedures relating to administration of the public lands. p. D617
  21. WOOL. Passed as reported S. 1778, permitting wool products to be sold without a label whenever disclosure of wool fiber content is not necessary for the protection of the consumer. p. 16974.
  22. TECHNOLOGY. Passed as reported H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. pp. 16985-91
  23. ROADS. Concurred in the House amendments to the Senate amendments on H. R. 10503, the road authorization bill. This bill will now be sent to the President. pp. 17006-7
  24. HOUSING; LOANS. Passed with amendments S. 3049, the housing bill (pp. 16984-5, 16992-020). This bill includes provisions to extend certain rural housing programs (under Secs. 511, 512, 513, and 515 of the Housing Act of 1949) until October 1, 1965; authorize \$150,000,000 additional for direct housing loans administered by the Farmers Home Administration; increase from \$100,000 to \$300,000 the maximum amount of a loan which may be insured under Sec. 515 (b) for rental housing and related facilities for the elderly in rural areas; make immigrant farm laborers permanently residing in the U. S. after legal entry for permanent residence, as well as citizen farm laborers, eligible to occupy housing financed with loans under Sec. 514(f) of the Housing Act of 1949; and authorize grants for low-rent housing for domestic farm labor. Rejected, 19-64, an amendment by Sen. Tower to substitute a more limited version for the bill as reported (pp. 16999-007).
- SENATE - August 1
25. FOREIGN AID. Continued debate on H. R. 11380, the foreign-aid authorization bill. pp. 17103, 17132-35
  26. EDUCATION. Passed without amendment S. 3060, to amend the National Defense Education Act, including a 3-year extension of that Act, and a 2-year extension of impacted-areas education legislation. pp. 17103-19
  27. METEOROLOGICAL SERVICES. Passed without amendment S. 970, to authorize the Secretary of Commerce to utilize funds received from State and local governments for special meteorological services. p. 17132

28. RESEARCH. Sen. Carlson stated that "the enormously productive agriculture of the United States today rests directly upon the research and educational effectiveness of the land-grant colleges and universities and the Department of Agriculture," and inserted an editorial on the subject. pp. 17087-8
29. ECONOMY. Sen. Humphrey inserted two articles discussing the President's optimism over economy. pp. 17090-1
30. COFFEE. Sen. Douglas called attention to the fact that coffee prices increased approximately one-half cent per pound in the day following the passage of the "coffee bill," stated that "this is only the beginning," and urged a close watch on what happens to coffee prices. p. 17136
31. RECLAMATION. Passed without amendment H. R. 1892, to repeal the Pittman Act of 1919 which had provided for grants of public lands in Nev. in order to encourage reclamation of desert lands. This bill will now be sent to the President. p. 17130
32. AJOURNED until Mon., Aug. 3. p. 17136

ITEMS IN APPENDIX

33. WILDERNESS. Extension of remarks of Rep. Fraser expressing his "unequivocal support" for the wilderness bill. pp. A4035-6
34. COTTON. Rep. Teague inserted an address by B. C. Jackson, general chairman of the 25th annual American Cotton Congress, "Cotton's Past, Present, and Future." pp. A4039-40

BILLS INTRODUCED

35. RECREATION. S. 3054, by Sen. McGee, to establish the Flaming Gorge National Recreation Area in the States of Utah and Wyoming; to Interior and Insular Affairs Committee
36. FOREIGN TRADE. S. Con. Res. 91, by Sen. Douglas, to express the sense of the Congress that the United States should, on agricultural commodities as well as other commodities, bargain and negotiate in good faith as it is pledged to do under the Reciprocal Trade Act; to Finance Committee. Remarks of author, pp. 16900-1

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COMMITTEE HEARINGS AUG. 3:

Agriculture appropriations, S. Appropriations (exec. - to mark up).  
Proxmire dairy bill, H. Agriculture.  
Pay bill, conferees (exec).

o0o



to extend and to plan urban renewal for nonresidential areas in the District.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. MCINTYRE. I yield.

Mr. MORSE. Is it a question of providing authority for the District of Columbia officials to proceed with an urban renewal program, or is it a provision that would approve some specific urban renewal program already adopted?

Mr. MCINTYRE. The only way I can answer that question is by saying that the provision would give to Washington, D.C., the same powers enjoyed by Baltimore, Cleveland, and other cities. It does not go as far as Senate bill 628, which this body has already passed.

Mr. MORSE. I thank the Senator very much.

Mr. SPARKMAN. Mr. President, I yield 1 minute to the Senator from Virginia [Mr. ROBERTSON].

Mr. ROBERTSON. Mr. President, before our distinguished colleague, the Senator from Alabama, presents the bill, I welcome this opportunity to commend him for the fine service that he has rendered in preparing it. The housing bill which was proposed by the agencies provided for an expenditure of \$9 billion. The bill now before the Senate has been cut down to a \$2.5 billion bill.

The public housing provisions of the bill account for \$1,400 million over the next 40 years. The other provisions of the bill come to only a little more than \$1 billion. I would say in essence that the bill is a continuation of the present housing urban renewal and public housing program. Senators will recall that for a number of years I have not felt justified in subsidizing our cities. Most of them are better off financially than the Federal Government. We have been giving them two-thirds, three-fourths, and sometimes 100 percent of the cost of renewal projects and other facilities.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. ROBERTSON. Mr. President, will the Senator yield an additional 30 seconds?

Mr. SPARKMAN. I yield 30 seconds to the Senator from Virginia.

Mr. ROBERTSON. Certainly the public housing program does not reach 5 percent of those who are qualified for that type of help. If we carried the program to its ultimate conclusion, it would be a grand experiment in socialism and it would bankrupt us financially. So I submitted a brief minority statement indicating that I could not go along with the urban renewal or public housing features of the bill. But I say again that when the distinguished Senator from Alabama took a \$9 billion bill and cut it down to a \$2.5 billion bill, he won my warm praise and very sincere thanks.

Mr. LAUSCHE. Mr. President, will the Senator yield for a question?

Mr. ROBERTSON. I yield.

Mr. LAUSCHE. To what type of housing does the \$1.4 billion item which the Senator mentioned refer?

Mr. ROBERTSON. Public housing. Each unit costs \$14,000 or more, which is a gift from the Federal Government to the underprivileged ones.

Mr. SPARKMAN. I appreciate the remarks, particularly the kind remarks, of the Senator from Virginia, our distinguished chairman. I wish to pay my respects to the very fine cooperation that he gave us throughout in connection with the formulation of the proposed legislation. He has always been cooperative, even though he differs with certain provisions of the bill. He never stands in the way of getting prompt consideration and getting a bill to the floor of the Senate. I wish to express my appreciation to him for that.

Mr. TOWER. Mr. President, I ask unanimous consent that I may suggest the absence of a quorum without the time consumed by the quorum call being charged to either side.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. TOWER. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

#### THE CALENDAR

Mr. MANSFIELD. Mr. President, I ask unanimous consent that, for the time being, the Senate proceed to the consideration of certain bills on the calendar to which there is no objection, beginning with Calendar No. 1204, H.R. 11611.

The PRESIDING OFFICER. Is there objection? Without objection, it is so ordered. The clerk will proceed to state the measures on the calendar, commencing with order No. 1204.

#### NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS

The Senate proceeded to consider the bill (H.R. 11611) to establish a National Commission on Technology, Automation, and Economic Progress which had been reported from the Committee on Labor and Public Welfare with amendments on page 4, line 13, after the word "Technology", to strike out "and"; in line 14, after the word "Commission", to insert "and the Director of the United States Arms Control and Disarmament Agency,"; in line 18, after the word "and", to strike out "the Secretary"; on page 5, line 4, after the word "The", to strike out "Commission" and insert "President"; at the beginning of line 5, to insert "by and with the advice and consent of the Senate and, without regard to the provisions of the Classification Act of 1949, as amended, to fix the compensation of,"; and on page 6, at the beginning of line 21, to strike out "\$2,000,000" and insert "\$1,000,000".

Mr. CLARK. Mr. President, the Committee on Labor and Public Welfare, to whom was referred the bill (H.R. 11611) to establish a National Commission on

Technology, Automation, and Economic Progress, having considered the same, report favorably thereon with amendments and recommend that the bill, as amended, do pass.

This bill was originally sponsored by Senator HART, of Michigan. To him should go the principal credit for pushing the bill through committee and to passage on the floor.

The bill provides for the creation of a 14-member Presidential Commission to undertake a broad assessment of the impact of technological change and automation upon production, employment, and communities. The Commission will recommend to the President and the Congress appropriate measures to minimize any harmful dislocations which may be engendered by technological change and maximize its benefits for economic progress.

The 14 members of the Commission will be appointed by the President, with the advice and consent of the Senate, from persons outside the Government who have competency relevant to the concerns of the Commission.

The bill establishes a Federal Inter-agency Committee to serve the Commission in an advisory and liaison capacity. Committee membership consists of the Secretaries of Agriculture, Labor, Commerce, Defense, and Health, Education, and Welfare, and the heads of NASA, Council of Economic Advisers, Office of Science and Technology, Atomic Energy Commission, and Arms Control and Disarmament Agency.

The Executive Secretary of the Commission with the responsibility to direct the work of the Commission's staff will also be appointed by the President with confirmation by the Senate.

The Commission will appoint its own staff of professional, technical, and clerical personnel and is further authorized to enter into research or study contracts with private organizations.

The information and the resources of the various governmental agencies are specifically made available to the Commission upon the request of the Commission's Chairman.

The Commission may submit such interim reports and recommendations as it may determine to be desirable and will submit a final report of its findings and recommendations to the President and to the Congress by January 1, 1966. The Commission will go out of existence 30 days after submitting its final report.

The bill provides that not more than \$1 million may be appropriated for the work of the Commission.

#### BACKGROUND

It is a sad commentary upon the state of our economic understanding that we know more about the energy creation process than we do about the job creation process. In testimony on this bill before the House of Representatives, Secretary of Labor W. Willard Wirtz remarked:

It is a startling thing that we do not know whether the machines will, within the next 5 years, throw an additional 5 million people out of work, or put to work the 5 million who are presently out work \* \* \*. This is the worst form of ignorance.



For 7 months in 1963, the Subcommittee on Employment and Manpower of the Senate Committee on Labor and Public Welfare held extensive hearings on the employment problems confronting the Nation. After hearing testimony from more than 150 expert witnesses, it became quite clear to the subcommittee that there is a vast field of ignorance concerning the short- and long-term impact of technological change upon production, employment, and communities. But the rising tide of serious concern over these problems, as a result of unacceptably high levels of unemployment ever since the Korean war, has led public discussion into the byways of unsubstantiated opinion instead of positions based on understanding.

Technological change has become the one unalloyed characteristic of modern industrial society. It has become one of the chief symbols of man's ingenuity in overcoming his physical limitations in order to satisfy his wants. And few of us can escape the impression that the pace of technological change quickens with each new discovery or invention. Major alterations in manufacturing which once required several lifetimes now seem to come in decades or less and these innovations are now invading the field of human services.

But as technological advance moves us materially forward, our lack of knowledge concerning how to accommodate ourselves to rapid technological change gives birth to new concerns. Although the labor adjustment and displacement problems which have become major issues in recent years may be traced historically to the early days of the industrial revolution when such groups as the Luddites smashed machines in protest against being displaced, the high levels of unemployment of the last 10 years, persisting even through one of the longest lived periods of economic expansion in many decades, have reinforced this concern.

There are those who argue that the pace of technological change is accelerating markedly and that this will call for radically new departures in public policy. The advocates of this position are by no means confined to the labor movement. There are industrialists and academicians in their ranks, too.

Their thesis carries added force because of a number of new phenomena. The range of application of mechanized systems has been dramatically broadened. Until recently, it has been argued, only simple repetitive physical operations could be mechanized, and even then, at great expense. However, the rapid advance in technology, supported by massive Federal as well as private research and development efforts has made it possible to mechanize much more complex operations. Multipurpose machinery, in contrast to that performing single, specialized functions, has permitted greater flexibility and thus more versatile systems. In addition, whole new areas of application have been opened up in personal and professional services. The potential for mechanization has been compounded by the use of computers for feeding instructions to machines.

Those who expect an acceleration in the pace of technological change have in mind that management, public as well as private, is under great pressure to increase efficiency and the quality of output. Mechanization is one very obvious route to that end and management cannot afford to ignore it.

The prospect of an accelerating rate of technological change and the wide range of potential applications have caused grave concern among some who foresee a basic change in the relationship between work and output. They foresee the day when human labor will become redundant in many fields, and workers thus affected will have to be provided with an income unrelated to the amount of work they perform.

A large group of leaders in industry and in the economic profession, however, do not share these concerns about the impact of new technology. Spokesmen for this group view technological change as the key ingredient in the process of economic growth and job creation. Others such as the Council of Economic Advisers, argue that as long as the economy expands at a sufficiently rapid rate, more than enough jobs are created to make up for those eliminated by technological change. This view also assumes that workers can and do adjust rather easily to change as long as there is adequate economic growth. It must be pointed out, however, that a number of bottlenecks have already developed in the labor market when the adjustment of workers has not been fast enough to avoid prolonged periods of unemployment.

#### NEED FOR THE BILL

In its 7 months of hearings on the Nation's manpower problems, the Subcommittee on Employment and Manpower found that there is little concrete understanding of the process of technological change:

This lack of understanding stems from a confusion of tongues—a failure to define terms and a tendency to lump all technological developments under one increasingly meaningless term; automation. A paucity of statistical data and a tendency to ignore that which does not square with cherished preconceptions is also, to some extent, responsible.

The establishment of a National Commission on Technology, Automation, and Economic Progress would be a first giant step toward correcting current misunderstanding. Broadly representative, such a Commission would be able to recommend to the President and Congress measures which would assure that technological change works for and not against us. It would attempt to anticipate the likely impact of technological change on communities, industry, and the labor force in the foreseeable future and recommend public policies for channeling these innovations into directions most promising for the continual prosperity of the country and maximum employment of the labor force, as well as the overall improvement of our communities.

In addition, the Commission will address its attentions to the peculiar impact of Federal research and develop-

ment programs upon the economy during the last 15 years and recommend steps for applying as much as possible of the scientific and technological expertise acquired in these programs to general community and economic news outside the specific areas of defense and space.

It will further recommend what it believes to be the proper role of Federal research and development expenditures in assuring that technological progress yield the greatest possible benefits for increased employment and economic progress.

Perhaps most importantly, it would assess the impact of technological change on the occupational structure of the labor force and attempt to anticipate the major new job requirements and types of worker displacement, both technological and economic, which are likely to occur in the next 10 years.

Finally, the Commission will make its recommendations as to the responsibilities of government at all levels, as well as labor and management, concerning measures which will facilitate occupational adjustment and geographical mobility and prevent and alleviate the adverse impact of technological change on displaced workers.

The need for this legislation outweighs a considerable reluctance on the part of the subcommittee to see the creation of another special agency. But the urgency of concern on this issue warrants it. The Commission is required to submit its final report by January 1, 1966. It cannot possibly provide answers to all questions about technological change and automation in such a short time. For this reason, and because the Commission is dissolved after submitting its final report, the subcommittee feels that the Commission should take the question of continuous appraisal as one of its primary concerns. The objectives established in section 1 of the act were purposely left broad in scope to give the Commission freedom of action and flexibility in approach. This was intended to permit the Commission a high degree of flexibility and independence. The Commission should recognize, however, that much work in this field has been, and is being done, both in and out of Government. It should draw upon that work and present to the President and Congress its findings based upon this knowledge and whatever new information it has gathered. Where gaps in our understanding of this problem still remain, it should recommend how they can best be filled.

By coordinating and synthesizing the many separate efforts now devoted to determining the effect of technological change, this Commission can provide a new basis for intelligent public policy in this field.

#### MAJOR PROVISIONS OF THE BILL

The bill establishes a 14-man Commission from among persons outside the Government with demonstrated high-level skills and competency in the fields to be investigated. The members will be broadly representative of the various segments of our industrial and academic life directly concerned, including at least two members representing labor and two



representing management. Appointments to the Commission will be made by the President by and with the advice and consent of the Senate.

The bill directs the Commission to make a comprehensive and objective study of the social and economic implications of the accelerating technology. More specifically, it directs the Commission to:

First. Identify and assess the past effects and the current and prospective role and pace of technological change.

Second. Identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next 10 years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values.

Third. Define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs.

Fourth. Assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs.

Fifth. Recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities, first, to support and promote technological change in the interest of continued economic growth and improved well-being of our people; second, to continue and adopt measures which will facilitate occupational adjustment and geographical mobility; and third, to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

The Commission will be served by an independent staff of professional, technical, and clerical personnel, directly appointed by it without regard to the provisions of the civil service laws and the Federal Classification Act of 1949, as amended. The Executive Secretary of the Commission, with responsibility to direct the work of the staff, will be appointed by the President by and with the advice and consent of the Senate.

Housekeeping services will be supplied by the Department of Labor on a reimbursable basis.

The bill also provides for the establishment of a Federal Interagency Committee consisting of the Secretaries of Agriculture, Labor, Commerce, Defense, and

HEW, and the heads of NASA, Council of Economic Advisers, Office of Science and Technology, Atomic Energy Commission, and the Arms Control and Disarmament Agency, or their designees.

It will be the purpose and the responsibility of the Interagency Committee to advise the Commission and to maintain effective liaison with the resources of the executive branch of the Government which are specifically made directly available to the Commission upon request of the Chairman.

The Commission is also authorized to enter into contracts with private organizations for research and for the preparation of reports which the Commission may require in order to carry out its responsibilities.

During the course of its investigations, the Commission may file interim reports and recommendations. It is directed to submit its final report of its findings and recommendations to the President and the Congress by January 1, 1966. It shall cease to function 30 days thereafter.

The bill provides for the authorization of such sums as may be necessary to carry out its provisions, not to exceed \$1 million.

H.R. 11611 was passed by the House of Representatives on July 21 of this year by a vote of 259 to 75.

Both Secretary of Commerce Luther H. Hodges and Secretary of Labor W. Willard Wirtz in their testimony before the Senate Subcommittee on Employment and Manpower in the hearings on the various bills covering this subject, stated their approval of H.R. 11611 and urged its enactment.

#### COMMITTEE AMENDMENTS TO H.R. 11611

The reported bill contains the following three amendments:

First. The Director of the U.S. Arms Control and Disarmament Agency has been added to the list of members to the Federal Interagency Committee established by section 6 of the bill. The Arms Control and Disarmament Agency has conducted considerable research on the economic and social implications of reductions and shifts in defense spending and has acquired considerable information in the field to be investigated by the Commission. It was the judgment of the committee that this agency should be given a place on the Federal Interagency Committee in order to insure that its resources would be directly available to the Commission.

Second. The President, rather than the Commission, has been given the authority under section (7) (b) of the bill to appoint the Commission's Executive Director by and with the advice and consent of the Senate; and

Third. The authorization limitation in section 14 of the bill was reduced from \$2 to \$1 million.

Mr. President, I hope the Senate will act favorably on the bill.

Mr. NELSON. Mr. President, I urge that the Senate approve H.R. 11611, a bill to establish a National Commission on Technology, Automation, and Economic Progress. This bill would set up a 14-member Commission to make a comprehensive and impartial study of the prob-

lems caused by automation and technological progress. The Commission would: Identify the effects of technological change in terms of worker displacement, new job requirements, specific areas affected, and their effect on the economy, on communities, on families, on the social structure, and on human values; define the areas of unmet needs in which technological developments can be put to use; assess the most effective means for channeling technology into promising directions; and recommend specific administrative and legislative steps which can be taken by the Federal Government to support and promote technological change, to facilitate occupational adjustment and geographic mobility, and to help prevent and alleviate the adverse impact of change on displaced workers.

No one denies that automation has many good effects. It can help to lower production costs, and to better the quality of the product. In many cases the jobs which are eliminated by automation are unpleasant, odious, unsafe, and unhealthy.

But the fact that prices are being lowered and quality improved is little comfort to the workers who just lost his job to a machine. The worker who has been relieved of a tiresome or unhealthy job cannot appreciate his good fortune if he cannot get any job at all to replace it. The new jobs which are created by technological progress and business growth generally require a high level of skill and a good deal of technical knowledge, while those which are eliminated by automation are frequently the unskilled and low-skilled jobs, whether blue or white collar. These are the occupational classifications in which unemployment is already the heaviest.

Even in those cases where automation and technological change do result in longrun betterment of the local employment situation, there is frequently a lengthy transition period during which many people are unemployed. A family may have to go through 2 or 3 years of hardship before it can take advantage of any increase in employment brought about by automation.

The National Commission on Automation and Technological Progress would provide information and make recommendations to help business, labor, and State and local governments do whatever they could to help meet these problems. It would also recommend specific administrative and legislative steps to be taken on the Federal level.

I hope the Commission will pay particular attention to the problems created by automation and technological change in defense industries. There should be two goals here:

First. The Commission should recommend ways to facilitate the carryover of technological advances made in the defense industries into nonmilitary industries, so that consumers can share the benefits of scientific discoveries.

Second. The Commission should also assist companies which depend heavily on defense contracts in spreading out into other areas, so that the dependence



of our Nation's economy on military spending can be lessened.

I think the Commission might work closely with the National Economic Conversion Commission—proposed in a bill by Senator McGOVERN, which I cosponsored—in attacking these problems.

Another place in which the effects of automation and technological progress can be particularly disruptive is in areas which are already in bad economic shape. One example with which I am familiar is the Duluth-Superior area in northern Wisconsin and Minnesota. Unemployment in this area has ranged from 7.5 percent to 9.8 percent over the last 5 years, while the national unemployment rate has stayed between 5.5 percent and 6.7 percent. The depressed conditions here are partially the result of a decline in total tonnage shipped from the port—from 61,100 short tons in 1955 to 37,500 in 1960. But the situation has been aggravated by technological changes: Railroads have mechanized many jobs formerly performed by hand; new, larger, and faster boats have made it possible for fewer vessels to move a greater amount of iron ore in less time, so that fewer men are needed by the shipping lines; the grain elevators have been mechanized, so that only half the manpower formerly required in shipping grain is now needed.

As a result of these changes, employment in the transportation-communication-public utilities classification fell from over 12,000 in 1953 to 8,600 in 1959 and only 7,600 in 1963.

In areas like Duluth-Superior, the National Automation Commission could work closely with the Area Redevelopment Administration. Cooperation between the two bodies would be useful both in finding answers for the particular problems of the area, and in reaching broader conclusions about the general impact of technological change.

Information about the problems of automation and technological change is not needed just in these cases, however, for these are problems which occur in every community and every industry. In my own State of Wisconsin there are many companies which have undergone the transformation to automation during the past decade. In most cases, this transformation has resulted in a loss of jobs—either through direct layoffs, or through failure to hire new people to replace those who leave voluntarily.

The Wisconsin Telephone Co. was one of the first companies in the State to begin automation. The Madison office of the company went over to the dial system on October 1, 1949. By 1963, that office was handling 413,000 calls a day. Since a good operator in the predial era was capable of handling about 1,000 calls per day, the electronic switching equipment is doing the work of 400 good operators. From 1949 to 1963 the population of Madison has grown by 55 percent, and the number of calls handled by 134 percent; yet the telephone company is employing only 24 percent more people than in 1949. There is thus a substantial lag in the number of additional employees needed by the telephone company. The

employees who were replaced by the automatic equipment have been absorbed into other jobs created by growth in the telephone company's business; yet its growth has not provided as many jobs as would have been provided without automation. The net result is a kind of concealed unemployment.

The problem is further aggravated by the fact that the jobs which the company has today require a relatively high degree of technical skill. Mr. Jack Mayer, Madison manager of the company, has stated of the girls graduating from Madison high schools that "frankly, not everyone would meet our standards. They are getting higher each year, to meet the quality of service the public expects." The jobs which are being lost are those on the lower rungs of the educational ladder—the very place where they are most critically needed today.

Conversion to the dial system was an economic necessity. The tremendous increase in telephone business which has come in the last few years could have been handled in no other way. Still, this conversion has been the cause of concealed unemployment, and has decreased the chances of an unskilled worker in Madison—especially a girl—getting a job.

A more recent example of automation in Wisconsin is the Janesville Sand & Gravel Co. of Janesville. This company, which manufactures concrete, wanted to break into the booming construction industry in Madison. In order to meet the competition of ready-mix concrete businesses already in Madison, they took two steps: They merged with the Four Lakes Fuel & Supply Co., a Madison firm; and they automated their operations.

The company's operation is based on the Butler Bin Model B-1 Push Card automatic batching system. This is a device which, by means of electronically coded cards and automatic machinery, can mix and load a batch of concrete in less than 2 minutes—a job which took 7 or 8 minutes with the old method. Moreover, only one man is required to carry out the operation, on which three men had been employed formerly.

Through automation, the company has increased its capacity from 40 to 140 cubic yards of concrete per hour. But this 300 percent increase in productivity has been accompanied by an increase of only slightly more than 25 percent in the plant's work force. Unemployment here is not noticed by virtue of the fact that the Janesville Sand & Gravel Co., with its automated plant, is now able to do business formerly done by other nonautomated companies—therefore the unemployment has not shown up within the company's own work force.

The Wisconsin State Employment Service made a case study on the impact of automation on the home office of a large life insurance company. They found that there were no layoffs of permanent status home office employees. These were prevented by drawing data-processing functions into the home office from the local agencies; the company's high rate of attrition; and on-the-job training of workers who had to be transferred.

Here again is a case where unemployment has been created, but has been concealed by the fact that it only affected new job seekers and workers in the local agencies, which were not included in the study.

Another example of the problems caused by automation is the Oscar Mayer & Co. plant in Madison. In 1961, the company installed its "wiener tunnel"—an automatic production line which does in 36 minutes the work which used to take hundreds of workers 36 hours. In one operation alone—skinning wieners—some 200 women have been replaced by automatic machinery. Since 1961, while plant production has been increased by 5 percent, the work force has only increased from 2,785 to 2,787. And there has been a significant change in the makeup of that work force. The 200 women formerly employed skinning wieners have lost their jobs, and have been replaced in the total number of employees by men doing different jobs. The same is true of the women who formerly packed the finished wieners.

The Carnes Corp., of Verona, Wis., is a manufacturer of air distribution and power ventilator equipment. In 1957, shortly after control of the company was purchased by the Kings Magnetic Separator Co., of Milwaukee, a cost-accounting study showed that one of the main production lines was operating at a 15-percent loss.

By automating this and other production lines, and by increasing its emphasis on technological development, the Carnes Corp. was eventually able to revitalize its competitive situation, and has increased its work force from 150 in 1957 to 550 today, a growth of 26.7 percent. But for a period of 2½ years, while the company was going through the adjustment phase, employment was lower than when the Milwaukee group took over.

The automation of the Carnes plant brought a longrun increase in employment in Verona; but it also caused 2½ years of hardship for those who were unemployed during the transition period.

Some 40,000 jobs a year are being eliminated by quiet firing. Actually, no one is fired. A worker may be moved to another job in a growing business; or he may be kept at his same salary on the new job that the machine is doing, but not replaced when he quits or retires. But after he leaves, the job is gone—it has quietly disappeared.

It is sometimes argued that automation creates as many jobs as it eliminates—because it leads to economic growth, and because skilled personnel are needed to oversee and service the automatic machinery. But the jobs eliminated are held by unskilled and low-skilled workers, while those created require an extremely high degree of skill and technical knowledge. The fact that the total size of the labor force has been increased is no comfort to the unskilled laborer who has lost his job and is unable to find another one.

Many partial, stopgap solutions have been proposed to the problems of automation and technological change. Many union contracts are now being written with automation clauses but such clauses



can only guarantee that those now on the job will not be fired, they cannot guarantee that the job will be filled in the future; shorter workweeks and longer vacations are also being tried. All of these proposals have some merit, but none offers a really satisfactory solution to the problems of automation and technological change.

If Congress acts now and sets up the National Commission on Automation and Technological Progress, a well-ordered study can be made, and I am confident that solutions to the various problems of automation can be worked out. But if these problems are set aside as unimportant and ignored a time will come when our country faces a crisis of automation—a time when unemployment of unskilled, undereducated workers has risen to the point where drastic action will be required to meet the crisis.

Mr. JAVITS. Mr. President, I note with considerable satisfaction Senate passage of H.R. 11611, which provides for the creation of a Presidential Commission on Automation, Technology, and Economic Progress.

I have long urged that there be a national effort to deal with the effects of rapid technological change on our economy, first by proposing S. 1302 on April 10, 1963, which would have created a National Productivity Council, then through Senate Joint Resolution 105, which I worked out jointly with Senator MORSE and the White House during the railroad strike crisis and introduced with the cosponsorship of Senators CLARK, COOPER, DOUGLAS, FONG, INOUE, LONG of Missouri, MORSE, and RANDOLPH on July 25, 1963, which called for the creation of a Presidential Commission on Automation.

The resolution of the automation problem will have a decisive effect on the many deep economic problems plaguing our Nation; namely, our wholly unjustified rate of unemployment, widespread underutilization and obsolescence of productive facilities and aggravated labor-management disputes. Furthermore, it will have a major impact on our ability to compete internationally and to maintain our technological leadership.

It is therefore essential that there be developed an overall national policy to deal with these critical issues in the various sectors of our economy and that guidelines be set forth for business and labor, Federal, State, and local governments.

It is equally necessary that long term public policy be aimed at creating an environment conducive to technological change with major attention to human problems.

The Commission established in this bill is well equipped to make a comprehensive study and to develop meaningful recommendations. The bill provides guidelines for the Commission—sufficiently broad to give it necessary latitude in this largely uncharted area. The appointment of its members and its Executive Secretary by the President, with the advice and consent of the Senate, will give this body the dignity its high mission deserves.

Mr. HART. Mr. President, first I want to compliment the senior Senator

from Pennsylvania [Mr. CLARK] for his imaginative and really outstanding series of hearings on the training and utilization of the manpower resources of the Nation. He has done a scholarly, comprehensive job in his capacity as chairman of the Subcommittee on Employment and Manpower; all of us who have been concerned with these very fundamental problems are indebted to him.

Today the full committee sends to us for consideration the House-passed bill, H.R. 11611. My interest in legislation on this subject dates back to 1959, and this year I was privileged to introduce the companion bill to H.R. 11611 for the administration on the Senate side, S. 2623. As we know, this bill would establish a 14-man National Commission on Technology, Automation, and Economic Progress.

None of us know what might have happened had the Congress established a commission charged with these responsibilities in 1949. Just 15 years ago the predictions of an Apollo program to the moon, the scientific and industrial complexes that have been organized to build vast missile systems, weather data from Tiros—these would have been almost unreal and unbelievable, but all are here today. It is a remarkable commentary on our governmental structure, industrial capabilities, and the human resources of our people that these revolutions have been accomplished in so little time.

But we must recognize the achievements came at a cost in addition to their purchase price. Important segments of our labor force were disrupted, plants were relocated, and public investment in many vital areas of human need were postponed because defense needs and the challenges of space technology took much of the resources available.

We have the Apollo program and Tiros and the complexes which produced them but we hear some quite fundamental unmet needs—human needs and community needs—that cry for attention.

It is for this reason that some of us sponsored last year in the Senate a proposal to establish a National Commission on the Application of Technology to Community and Manpower Needs (S. 2298). Hearings were held on this and similar Commission proposals by the Senate Subcommittee on Employment and Manpower. A comprehensive report and set of recommendations were made by the subcommittee.

An additional result of the attention given this problem is the recommendation for the proposed Commission that President Johnson has placed before the Congress, the bill now before us.

In my view, this Commission can make a lasting impact and provide most valuable guidance to the Nation if it is given a broad and sweeping mandate to look not just 2 or 3 years ahead, but look at the America of the 1975–80 period. The Commission would be of little use if it merely redoes the statistical and analysis work that has gone into the comprehensive manpower studies and hearings already conducted and reported on by the Congress and the executive agencies.

The charge to this Commission should be one of vision, of innovation, of the

broadest insight into the potential usefulness to both government and private industry of the exponential rate of change made possible by revolutions of new technologies and automation.

Whether the subject be housing, health care, education, transportation or consumer product demand, this Commission can take a narrow look or an imaginative, exciting look at the future. It should be charged to take the broad, exciting look, and then report to the American people, the Congress, American industry, and all governments as to what the America of the 1970's could be like.

Today we contract for sophisticated system analysis such as designed the life-support system for the astronauts' trip to the moon. Would it be possible to undertake an analysis of revolutionary new ways of maintaining water supply and sewage treatment for satellite suburban communities? What might be the results? How should it be done?

President Kingman Brewster, Jr., of Yale University, has discussed the impact of technology on education. He says it is possible to provide computer search and reproduction of printed library material from the Nation's best libraries so that students anywhere in the Nation could have access by wire to the very latest and best information. What should the Congress, which has just passed a new library financing program, do to support such a revolutionary breakthrough? Should we still be building libraries essentially as they have been built for decades, or should every major university and college library be tied together through computer interchange of printed materials?

Largely through public investment in defense requirements and space exploration, we have today a resource in the United States unequaled in the world. It is a resource in advanced scientific and technological know-how. We have organized, largely through investment of public moneys, quasi-public research and development complexes. We have established nonprofit corporations to handle complex management problems.

But I am convinced that with few exceptions the Congress, the public, and most of American industry and labor are relatively uninformed as to the broad public and private achievements and benefits that new breakthroughs in science and technology could mean.

We in Congress are presented with a proposal for public subsidy of the supersonic transport—almost \$1 billion in research and development costs. This plane, we are told, is not required for military defense. It may well be a justifiable public investment. But we do not know what a similar investment of public funds would accomplish in short range transportation breakthroughs, in modernization of coastal shipping, commuter transportation, and so forth.

We have made important starts with the Atomic Energy Commission, the National Institutes of Health, the Office of Saline Water—but the surface is just scratched. I believe the American people will respond in a remarkable way—a way that will stimulate substantially the public and private demand sectors of our economy, and a way that will de-



mand the application of technological innovations to long unmet human and community needs. The public will respond if they are aware of the potentials that can be achieved.

It is this point especially that I would stress in speaking to the importance of passage of H.R. 11611.

President Johnson, in his state of the Union message, said in speaking of our military strength:

If we have the brainpower to invent these machines, we have the brainpower to make certain that they are a boon and not a bane to humanity.

A not insignificant result of the work of this Commission will be to give Government, private industry, and the public a much clearer understanding of where our national resources might wisely be directed if, at some future date, we move into a period of lessening international tensions and resulting reduction in defense expenditures.

While this is not the primary mission of this Commission, we cannot help but learn from its work important and meaningful ways in which the technologies now devoted primarily to defense missions can more directly be applied to the nondefense sectors of our national life.

I am hopeful the Commission will keep this in mind as it proceeds, and will cooperate fully with all the Federal agencies concerned with this sort of challenge to our national economy. The work already underway by the U.S. Arms Control and Disarmament Agency and by the President's Committee on the Economic Impact of Defense and Disarmament should be most valuable to the Commission.

Again I thank Senator CLARK for the outstanding hearing record made in support of this action. I hope the Senate is about to take—the creation of a National Commission on Automation Technology and Economic Progress.

NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS URGED AS MEANS OF MEETING THE CHALLENGE OF OUR CHANGING SOCIETY

Mr. RANDOLPH. Mr. President, it is a source of gratification to me that the Senate of the United States will today act on H.R. 11611, a bill to establish a National Commission on Technology, Automation, and Economic Progress. I am hopeful that passage will be achieved.

As a member of the Senate Committee on Labor and Public Welfare, and its Special Subcommittee on Employment and Manpower it has been my privilege to participate in hearings on this measure, and to participate in intensive study aspects and implications of our technologically oriented society as presented by competent witnesses.

Under the incisive chairmanship of Senator JOSEPH S. CLARK, the subcommittee has concluded that the creation of a National Commission to carry forward a comprehensive investigation of this problem is a worthwhile step in the effort to adjust our economy to the alterations which have taken place and which will continue to come about. In our solution to this complex issue we cannot be bound solely by traditional

responses to the problems of the past, but must be informed and equipped to meet new questions with imagination and initiative—to find workable responses which will insure the preservation and enhancement of the American way of life.

Special recognition should also be given the contributions of Senator PHILIP A. HART, of Michigan, who sponsored the Senate version of the bill. None have been more energetic or constructive in their advocacy of a national group to study the emerging technology than this knowledgeable legislator.

Mr. President, West Virginians have known the unfortunate effects of mechanization in the name of progress, as witness the impact of automation in the coal mining industries.

The job-creating potential of mechanization or automation in a particular industry depends in large part on the relative saturation of the prevailing market for that industry's products. Under present market conditions this has been most dramatically illustrated in coal mining in West Virginia, where in 1963 we produced 128.2 million tons with 44,000 miners in comparison to the peak production in 1947 of 176.6 million tons with 116,000 miners. This principle applies not only in a given industry, but generally. It reveals the fallacy of the cliché that "machines make jobs."

Despite the estimated near-poverty conditions of life for approximately one-fifth of the American population today, the other four-fifths are well served in their consumer needs. About 99.5 percent of the homes wired for electricity have electric refrigeration; 93 percent have television sets; 83 percent have electric washing machines; and we have more radios than homes. And while the electric toothbrush and electric hairbrush industries are undergoing rapid growth, employment opportunities in these industries will hardly offset the decline of unemployment on our farms, in our mines, and in such basic industries as steel, chemicals, and automotive industries.

The Research Institute of America reports that as a creator of unemployment, the new technology "has just begun to bite in \* \* \* and the moment of truth is coming—a lot sooner than most people realize."

Although we envision the creation of new and revolutionary industries through automation, with corresponding increases in jobs, the outlook over the next 20 years is a serious one—I predict that in some areas of the economy unemployment figures will reach as high as 20 percent.

I do not wish to be unduly pessimistic; on the contrary, there are firm grounds regarding the achievement of full employment if we have the vision and intelligence to create the social and economic tools which automation demands. We can, in the words of President Lyndon Johnson, make automation a "bone and not a bane" to mankind. But we cannot achieve this result if we pretend there is nothing new. The proposed Commission will be means of harnessing new ideas and new approaches.

Mr. President, on July 8, 1964, the Charleston Gazette printed a thought-provoking editorial on the development of the automated society which is worthy of perusal by my colleagues. I ask that it be included at this point in my remarks.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

#### FULL CYBERNATION MEANS NO JOBS

The Conference on the Cybercultural Revolution was held recently in New York City, and a reporter from the New Yorker discussed the latest developments in cybernetics with Miss Alice Mary Hilton, conference chairman.

Miss Hilton told him: "The Sara Lee bakery in Chicago is cybernated; there are practically no workmen at all. Within not too long a time, the Carlsberg brewery, in Denmark, will be one of the most completely cybernated factories in the world. Soon, all factories will be cybernated."

Cybernation isn't automation.

"With automation," said Miss Hilton, "you need people to run the machines, and you can create more jobs by increasing production. But cybernated machines don't even have control panels; control panels are for people, not machines. Cybernated machines run themselves, and people are superfluous."

The reporter asked the obvious question. What happens in a fully cybernated society?

"It will be either a society of idleness," explained Miss Hilton, "or a society of leisure where people will at last be free to lead a human life."

A professor from the University of Pennsylvania, Dr. Morris Rubinfeld, added: "There will have to be economic changes. Ideally, everybody should be guaranteed a private income. We have to get rid of the outmoded, puritanical idea that the right to eat is predicated on a job. There won't be any jobs. There will have to be changes in the educational system, too. There is no point in training people for nonexistent jobs."

End of interview.

Mr. RANDOLPH. Mr. President, though views may differ as to the ultimate nature of our way of life in the future, there is little doubt that we will continue to undergo change, and that this restructuring will continue to occur at an ever-increasing rate. It becomes obvious, therefore, that expeditious action must be taken to prepare ourselves to deal with the human problems which evolve from our increased dependence on the machine. Values cannot be sacrificed.

Creation of the National Commission on Technology, Automation and Economic Progress would be a significant step in the effort to develop the necessary adjustments in every phase of the economy. The Commission would evaluate and assess the patterns of progress which have gone before and seek to determine the path we are to pursue in the foreseeable future. It would be an effectively staffed and equipped organization, but would in no way infringe on the responsibilities of other governmental agencies to maintain positive interest in areas affected by technological change.

Mr. President, I have every confidence that the Commission will prove an effective force in the molding of national policies to meet a serious national challenge.



The PRESIDING OFFICER. The question is on agreeing to the Committee amendments.

The amendments were agreed to.

The amendments were ordered to be engrossed and the bill to be read a third time.

The bill was read the third time, and passed.

#### CONVEYANCE OF CERTAIN FEDERAL LAND TO KERN COUNTY, CALIF.

The Senate proceeded to consider the bill (H.R. 189) to authorize the conveyance of certain Federal land under the jurisdiction of the Naval Ordnance Test Station, China Lake, Calif., to the county of Kern, State of California, which had been reported from the Committee on Armed Services, with an amendment, on page 1, line 10, after the word "Kern", to strike out "for the same consideration for which it was originally acquired by the United States" and insert "at a price equal to 50 per centum of the fair market value as determined by the Secretary of the Navy".

The amendment was agreed to.

The amendment was ordered to be engrossed and the bill to be read a third time.

The bill was read the third time and passed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent to have printed in the RECORD an excerpt from the report (No. 1270) explaining the purposes of the bill.

There being no objection, the excerpt was ordered to be printed in the RECORD, as follows:

##### PURPOSE OF THE BILL

The purpose of H.R. 189, as amended, is to authorize the Secretary of the Navy authority to convey to Kern County, Calif., approximately 105.5 acres of land situated in that county and presently comprising part of the land occupied by the Naval Ordnance Test Station at China Lake, Calif. The land to be conveyed would be used by Kern County for park, recreational, and civic purposes.

Under the terms of the bill, consideration for the conveyance would be 50 percent of the fair market value as determined by the Secretary of the Navy.

##### EXPLANATION OF THE BILL

The Naval Ordnance Test Station, China Lake, Calif., is a naval facility engaged in research, development, and testing naval weapons. It consists of 1,090,000 acres of land located in Kern County, Calif., the land having been acquired in increments over the years since 1942.

The land under consideration in this legislation is a small segment of the station located in the southwest portion thereof. It is undeveloped and no current Navy development is planned for this area. The Navy has determined the property to be excess, but under ordinary circumstances would not dispose of it as any use of the land must be subject to limitations prohibiting interference with electronic emissions and the erection of structures which would interfere with the flight pattern. The Navy has indicated to the county, however, its willingness to declare it excess provided it would be acquired by the county and used for park, recreational, or other civic functions.

The naval ordnance test station is located

in a relatively isolated area of Kern County in the Mojave Desert. The community of Ridgecrest, which adjoins the station, came into being largely as a result of the existence of the naval facility. Inasmuch as it is located in an isolated area, the community facilities ordinarily made available by municipal and county governments are, for the most part, nonexistent. Ridgecrest is an unincorporated community. The county, however, recognizes the need for the establishment of recreational and community facilities and is, therefore, willing to proceed with the establishment of these facilities provided that the necessary land can be obtained at nominal cost.

The community of Ridgecrest has a population of approximately 5,000 people whereas the Federal community at China Lake has a resident population of approximately 10,000 inhabitants. Therefore, it is evident that residents of the Federal reservation at China Lake will be major beneficiaries of the recreational, park, and educational facilities proposed to be provided on the property.

Kern County contemplates the establishment of a large-scale development on this property. This development would include recreational activities, a county library, and other facilities which would be of benefit to the residents of both the Naval Ordnance Test Station, China Lake, and the adjacent community of Ridgecrest, Calif.

The Department of the Navy advises that it knows of no circumstances in this case which would warrant departure from disposal under the Federal Property and Administrative Service Act of 1949. Disposal under the provisions of this act, assuming no other Government requirements, would result in Kern County being able to acquire the property for 50 percent of its fair value if used for park and recreational purposes, and discounts up to 100 percent for those portions used for educational purposes. In this instance the educational aspect appears to be the possible construction of a library. The estimated fair market value of the property is \$85,000.

##### COMMITTEE ACTION

The committee is of the opinion that this disposal is for a worthy purpose and in the public interest, but sees no reason why the consideration should not be consistent with the formula provided for under the Surplus Property Act of 1944, as amended.

##### FISCAL DATA

The enactment of this measure will not involve the expenditure of any Federal funds.

#### BILL PASSED OVER

The bill (H.R. 11296) making appropriations for sundry independent executive bureaus, boards, commissions, corporations, agencies and offices, for the fiscal year ending June 30, 1965, and for other purposes, was announced as next in order.

Mr. MANSFIELD. Over.

The PRESIDING OFFICER. The bill will be passed over.

#### THE 1965 GIRL SCOUT SENIOR ROUNDUP ENCAMPMENT

The bill (H.R. 9634) to authorize the Secretary of Defense to lend certain Army, Navy, and Air Force equipment and provide certain services to the Girl Scouts of the United States of America for use at the 1965 Girl Scout senior roundup encampment, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

#### INCREASE IN FEES FOR SALE OF U.S. NAVAL OCEANOGRAPHIC OFFICE PUBLICATIONS

The bill (H.R. 10319) to amend title 10, United States Code, to authorize increased fees for the sale of U.S. Naval Oceanographic Office publications was considered, ordered to a third reading, read the third time, and passed.

#### EXTENSION OF CERTAIN NAVAL VESSEL LOANS

The bill (H.R. 11035) to authorize the extension of certain naval vessel loans now in existence was announced as next in order.

Mr. JAVITS. Mr. President, before this bill is considered, I should like to know what is involved.

Mr. MANSFIELD. Mr. President, the bill would authorize the extension of the existing loans of 40 ships to 12 countries. The President desires authority to extend the loans of 40 ships to certain friendly foreign countries, such as Argentina, Brazil, China, Germany, Greece, Italy, Japan, the Netherlands, Peru, Spain, Thailand, and Turkey. This extension would serve mutual advantages and is considered in the best interests of the United States.

Mr. JAVITS. May we know how much is involved? Are there minority views?

Mr. MANSFIELD. There are no minority views. The measure was reported from the Armed Services Committee unanimously.

Mr. JAVITS. What is the cost involved?

Mr. MANSFIELD. No expenditure of Federal funds is involved.

Mr. JAVITS. I have no objection.

The bill was considered, ordered to a third reading, read the third time, and passed.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that I may have inserted an explanation from the report and other matters.

The PRESIDING OFFICER. Without objection, it is so ordered.

##### PURPOSE OF THE BILL

This bill would authorize extension of the existing loans of 40 ships to 12 countries.

##### SUMMARY

The President desires authority to extend the loans of 40 ships to certain friendly foreign countries. The countries and the number and type ships involved are:

Loans to be extended:

Argentina, two submarines.

Brazil, two destroyers.

China, four destroyers.

Germany, five destroyers.

Greece, four destroyers.

Italy, three submarines.

Japan, four destroyers, two destroyer escorts, and one submarine.

Netherlands, two submarines.

Peru, one destroyer.

Spain, three destroyers and one submarine.

Thailand, one destroyer escort.

Turkey, five submarines.

##### Mutual advantages

Internal and external security: The committee was informed that the ships proposed for extension under this bill will be used by the recipient countries to discharge naval responsibilities assumed by them in their



areas. These ships will assist the recipient countries in maintaining their own internal security, in protecting their coasts and coastal lines of communication, and in protecting sea lines of communication.

**Antisubmarine capability:** The Department of Defense regards as most important the achievement of a strong antisubmarine capability in the areas where these ships are loaned. This contribution by the recipient countries to offsetting a prospective submarine threat enhances the total defense capability of the free world. To the extent that recipient countries develop an antisubmarine capability, U.S. naval forces will be freed from certain antisubmarine tasks.

**Readiness and maintenance:** Although the U.S. Navy reserve fleet is a source of great potential naval strength, this potentiality would be increased if all the ships could be adequately manned, operated, and maintained in an active status. The cost of such operation by the United States is prohibitive in peacetime. Operation and maintenance of the vessels by allies can assist in keeping the equipment ready for use and in good condition.

**Deployment:** Obviously, it is important to have naval forces properly positioned to counter an enemy threat. If the allies to whom the ships are on loan have the vessels functioning at the outbreak of any hostilities, time will be saved in the positioning of ships in the geographical areas where they are in use.

**Dispersion of our reserve fleet:** The U.S. Navy reserve fleet has been dispersed as widely as available berthing space and reasonable access to repair and overhaul facilities for periodic rehabilitation would permit. Extending the loan of the ships that are the subject of this bill tends to reduce undesirable concentration of reserve vessels even more.

**Extension of U.S. influence:** The recipients of loans of U.S. ships have tended to adopt U.S. Navy doctrines and standards of operation and maintenance. This result has come about under the personnel training program carried out before and after transfer of the ships. During such training, naval personnel of foreign nations had the opportunity to observe U.S. Navy organizations in action and to observe America and Americans during their periods of leave and liberty. The officers and men who received this training will provide the leadership for their navies in the years to come.

#### *Recipient nations*

**Requests received:** Since World War II, the United States has received many requests for ships from foreign countries. These requests have been evaluated in terms of needs of the requesting countries, mobilization requirements of the United States, worldwide demands on our resources, and the availability of mutual defense assistance funds.

Ships proposed for extension under this bill will continue to satisfy some of the more urgent requests that have been considered. The ships that are proposed for extension under the bill are part of our mobilization base but they are in the possession of allies and not lost to the United States.

**Ability of countries to use:** The ability of the countries concerned to operate these vessels properly has been checked by the country teams composed of the U.S. Ambassador, the chief of the military assistance advisory group, and the U.S. operations mission in each country involved.

#### *Agreements with foreign countries*

It is proposed that, upon enactment of the bill into law, a formal agreement will be concluded by the State Department with the recipient foreign government. It will be for a term of 5 years with a 5-year renewable clause and will stipulate that the ships be used in accordance with the conditions of

the mutual defense assistance agreement. Title remains in the United States even though the ships may be placed under the recipient government's flag. Possession of the ships will not be relinquished without consent of the United States, and no claims arising as a result of transfer and operation of the ships may be assessed against the United States. The United States may repossess these ships at any time if necessitated by its own defense requirements. At the expiration of the loan, the ships will be returned in the same condition as when loaned, except for fair wear and tear, but if a ship is damaged or lost through enemy action, the recipient country is exempt from liability for such damage or loss.

#### *Pertinent laws*

Section 7307 of title 10, United States Code, provides as follows:

"SEC. 7307. RESTRICTION ON DISPOSAL: (a) Notwithstanding any other provision of law, no battleship, aircraft carrier, cruiser, destroyer, or submarine of the Navy may be sold, transferred, or otherwise disposed of, unless the Chief of Naval Operations certifies that it is not essential to the defense of the United States.

"(b) Without authority from Congress granted after March 10, 1951, no battleship, aircraft carrier, cruiser, destroyer, or submarine that has not been stricken from the Naval Vessel Register under section 7304 of this title, nor any interest of the United States in such a vessel, may be sold, transferred, or otherwise disposed of under any law."

It is this provision of law that requires the type of legislative authority that would be provided under this bill.

#### *COMMITTEE VIEWS*

It is apparent that if a friendly free world nation will maintain and operate a ship it will be of a greater value to the United States and to the free world than it would be if kept in mothballs where it would take 3, 6, or 9 months to get it in commission in an emergency. These friendly and capable forces in being can make a significant contribution to the defense of the free world in the event of an emergency. If the ships were to be recalled, we would be faced with the choice of mothballing them at a cost of about \$200,000 to \$300,000 each or disposing of them as scrap. The former course would entail considerable expense to add to an already adequate mobilization reserve of these types of ships. This, of course, is not recommended and the committee approves the extension of these loans.

#### *FISCAL DATA*

The enactment of this measure into law will not involve the expenditure of any Federal funds.

#### **MOTION TO RECONSIDER CERTAIN MEASURES PASSED TODAY**

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the bills passed on an unobjected-to basis today be reconsidered.

Mr. JAVITS. Mr. President, I move to lay that motion on the table.

The motion to lay on the table was agreed to.

Mr. MANSFIELD. I thank the Senator from Alabama [Mr. SPARKMAN] and the Senator from Texas [Mr. TOWER] for yielding.

#### **HOUSING ACT OF 1964**

The Senate resumed the consideration of the bill (S. 3049) to extend and amend laws relating to housing, urban renewal,

and community facilities, and for other purposes.

The PRESIDING OFFICER. Who yields time?

Mr. SPARKMAN. I yield myself 5 minutes.

The PRESIDING OFFICER. The Senator from Alabama is recognized for 5 minutes.

Mr. SPARKMAN. Mr. President, before we commence debate of the pending measure, the Housing Act of 1964, that is, S. 3049, I wish to make a few personal remarks. I wish to thank the members of the subcommittee and the full committee for the cooperative spirit which prevailed throughout the executive sessions when we met to consider 1964 housing legislation. In addition, I wish to thank the staffs of both the subcommittee and the full committee for the efforts they contributed during the preparation of this year's housing legislation.

The pending housing bill is a relatively modest bill when one considers the many, many bills and other matters which were before the committee for consideration. Primarily, it is an "extension" bill. Some have referred to it as a barebones bill. I do not know whether I would refer to it in this manner, but if the barebones definition is used to imply that the committee bill is a good bill, then I subscribe to that definition.

There are, of course, those who will not agree that the committee bill is a good bill. This is not unusual. In fact, I can say that there are some provisions with which I am not entirely in agreement. Yet, there are few pieces of legislation that come before this body upon which all 100 Senators are in agreement, no matter how large or how small the bill.

I believe the committee did a good job considering all the circumstances. Let me tell you about these circumstances.

When the 2d session of the 88th Congress convened on January 7, 1964, there were some 29 bills pending before the Housing Subcommittee. Following the convening of the 2d session of the 88th Congress, the President's housing message was received on January 27, 1964, and the administration's proposed Housing and Community Development Act of 1964—S. 2468—was introduced and referred to us. In addition, some 11 other bills pertaining to housing legislation were introduced and also referred to the subcommittee.

When we met in executive session on July 1, to prepare recommendations for 1964 housing legislation, we had some 41 bills to consider. Many of these bills, like the administration's Housing and Community Development Act of 1964 (S. 2468), contained very complex and far-reaching proposals which the subcommittee had not had sufficient time to study. Testimony during the hearings also revealed that some public and private housing groups felt they had not had sufficient time to consider some of the complex matters, and therefore they requested that we defer the more complex proposals until a later date.







# Digest of CONGRESSIONAL PROCEEDINGS

## OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

UNITED STATES DEPARTMENT OF AGRICULTURE

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HIGHLIGHTS: House Rules Committee reported resolution to send meat-import restriction bill to conference and Rep. Roosevelt commended this action. House began debate on poverty bill. House committee reported housing bill. Senate committee voted to report land and water conservation fund bill. Senate committee reported public works appropriation bill. Senate passed independent offices appropriation bill.

### SENATE

1. INDEPENDENT OFFICES APPROPRIATION BILL, 1965. Passed as reported this bill, H. R. 11296. Conferees were appointed. pp. 17509-15, 17528-35, 17544-7, 17554-77
2. RECREATION. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 3846, to establish a Land and Water Conservation Fund to assist in the improvement of outdoor recreation facilities. p. D642

House

Passed as reported S. 2048, to provide for the establishment of the Bighorn Canyon National Recreation area. pp. 17577-8

Sen. Metcalf inserted a speech urging that "all of us must shift our outdoor recreation emphasis from the national panorama to specific projects which will improve our local communities." pp. 17490-1

3. PUBLIC WORKS APPROPRIATION BILL, 1965. The Appropriations Committee reported with amendments this bill, H. R. 11579 (S. Rept. 1326). p. 17482
4. PERSONNEL. A subcommittee of the Post Office and Civil Service Committee approved for full committee consideration S. 1974, to amend the Federal Employees' Group Life Insurance Act with regard to designation of beneficiary. p. D643
5. BUDGET. Sen. Williams, Del., criticized the rising number of Federal employees and called "the Kennedy-Johnson administration...the most extravagant regime that has ever occupied the White House." p. 17485
6. NATIONAL DEBT; TAXATION. Passed as reported S. 2281, to clarify the components of, and to assist in the management of, the national debt and the tax structure. pp. 17585-8
7. ELECTRIFICATION. Sen. Metcalf called for greater Federal participation in the interregional transmission system and inserted an article by Sen. Neuberger in a similar vein, "Surrender in the West." pp. 17489-90  
Sen. Morse inserted a corrected version of his speech delivered Aug. 4, 1964, on electric power in the Pacific Northwest. pp. 17537-44
8. FOREIGN AID. Sen. Long, Mo., called the foreign aid program "an effective weapon in today's struggle between freedom and communism" and outlined the contribution of various Mo. universities to the AID program. pp. 17506-7
9. FEDERAL-STATE RELATIONS. Sen. Hill inserted a speech by Sen. Muskie, "Intergovernmental Relations" calling for the three levels of government to work together. pp. 17589-91
10. WATER. Sen. Morse spoke against Westlands water distribution system contract and inserted statements which "establish beyond a doubt its illegality under existing reclamation laws." pp. 17493-503  
HOUSE
11. POVERTY. Began debate on H. R. 11377, the poverty bill. pp. 17610-52
12. MEAT IMPORTS. The Rules Committee reported a resolution to send to conference H. R. 1839, the meat-import restriction bill (p. 17668), and Rep. Roosevelt commended this action (pp. 17595-6).  
Rep. Neilsen inserted his testimony before the Rules Committee in favor of a resolution for House concurrence in the beef-import amendments adopted by the Senate to H. R. 1839. pp. 17656-7
13. AUTOMATION. Concurred in Senate amendments to H. R. 11611, to establish a National Commission on Technology, Automation, and Economic Progress. This bill bill will now be sent to the President. p. 17610
14. HOUSING. The Banking and Currency Committee reported without amendment H. R. 12175, to extend and amend laws relating to housing, urban renewal, and community facilities (H. Rept. 1703). p. 17668



lic interest, the Commission shall by order cancel, reduce, or require the remission of such penalty.

"(3) In any proceeding to review the denial of membership in a registered securities association or the barring of any person from being associated with a member, if the Commission, after appropriate notice and hearing, and upon consideration of the record before the association and such other evidence as it may deem relevant, shall determine that the specific grounds on which such denial or bar is based exist in fact and are valid under this section, the Commission shall by order dismiss the proceeding; otherwise, the Commission shall by order set aside the action of the association and require it to admit the applicant broker or dealer to membership therein, or to permit such person to be associated with a member."

(e) Section 15A(k)(2) of said Act is amended to read as follows:

"(2) The Commission may in writing request any registered securities association to adopt any specified alteration or supplement to its rules with respect to any of the matters hereinafter enumerated. If such association fails to adopt such alteration or supplement within a reasonable time, the Commission is authorized by order to alter or supplement the rules of such association in the manner theretofore requested, or with such modifications of such alteration or supplement as it deems necessary if, after appropriate notice and opportunity for hearing, it appears to the Commission that such alteration or supplement is necessary or appropriate in the public interest or for the protection of investors or to effectuate the purposes of this section, with respect to: (A) The basis for, and procedure in connection with, the denial of membership or the barring from being associated with a member or the disciplining of members or persons associated with members, or the qualifications required for members or natural persons associated with members or any class thereof; (B) the method for adoption of any change in or addition to the rules of the association; (C) the method of choosing officers and directors; and (D) affiliation between registered securities associations."

(f) Section 15A(l)(2) of said Act is amended to read as follows:

"(2) after appropriate notice and opportunity for hearing, by order to suspend for a period not exceeding twelve months or to expel from a registered securities association any member thereof, or to suspend for a period not exceeding twelve months or to bar any person from being associated with a member thereof, if the Commission finds that such member or person (A) has violated any provision of this title or any rule or regulation thereunder, or has effected any transaction for any other person who, he had reason to believe, was violating with respect to such transaction any provision of this title or any rule or regulation thereunder, or (B) has willfully violated any provision of the Securities Act of 1933, as amended, or of any rule or regulation thereunder, or has effected any transaction for any other person who, he had reason to believe, was willfully violating with respect to such transaction any provision of such Act or rule or regulation."

SEC. 8. (a) Section 16(a) of the Securities Exchange Act of 1934 is amended to read as follows:

"(a) Every person who is directly or indirectly the beneficial owner of more than 10 per centum of any class of any equity security (other than an exempted security) which is registered pursuant to section 12 of this title, or who is a director or an officer of the issuer of such security, shall file, at

the time of the registration of such security on a national securities exchange or by the effective date of a registration statement filed pursuant to subsection (g) of section 12 of this title, or within ten days after he becomes such beneficial owner, director, or officer, a statement with the Commission (and, if such security is registered on a national securities exchange, also with the exchange) of the amount of all equity securities of such issuer of which he is the beneficial owner, and within ten days after the close of each calendar month thereafter, if there has been a change in such ownership during such month, shall file with the Commission (and if such security is registered on a national securities exchange, shall also file with the exchange) a statement indicating his ownership at the close of the calendar month and such changes in his ownership as have occurred during such calendar month."

(b) Section 16 of said Act is further amended by redesignating subsection (d) as subsection (e) and adding a new subsection (d) as follows:

"(d) The provisions of subsection (b) of this section shall not apply to any purchase and sale, or sale and purchase, and the provisions of subsection (c) of this section shall not apply to any sale, of an equity security not then or theretofore held by him in an investment account, by a dealer in the ordinary course of his business and incident to the establishment or maintenance by him of a primary or secondary market (other than on a national securities exchange or an exchange exempted from registration under section 5 of this title) for such security. The Commission may, by such rules and regulations as it deems necessary or appropriate in the public interest, define and prescribe terms and conditions with respect to securities held in an investment account and transactions made in the ordinary course of business and incident to the establishment or maintenance of a primary or secondary market."

SEC. 9. Section 20(c) of the Securities Exchange Act of 1934 is amended to read as follows:

"(c) It shall be unlawful for any director or officer of, or any owner of any securities issued by, any issuer required to file any document, report, or information under this title or any rule or regulation thereunder without just cause to hinder, delay, or obstruct the making or filing of any such document, report, or information."

SEC. 10. Section 32 of the Securities Exchange Act of 1934 is amended by striking out subsection (b) and by redesignating subsection (c) as subsection (b).

SEC. 11. Section 4 of the Securities Act of 1933 is amended to read as follows:

"SEC. 4. The provisions of section 5 shall not apply to any of the following transactions:

"(1) Transactions by any person other than an issuer, underwriter, or dealer; transactions by an issuer not involving any public offering; or transactions by a dealer (including an underwriter no longer acting as an underwriter in respect of the security involved in such transaction), except (a) transactions taking place prior to the expiration of forty days after the first date upon which the security was bona fide offered to the public by the issuer or by or through an underwriter, (b) transactions in a security as to which a registration statement has been filed taking place prior to the expiration of forty days after the effective date of such registration statement or prior to the expiration of forty days after the first date upon which the security was bona fide offered to the public by the issuer or by or through an underwriter after such effective date, whichever is later (excluding in the computation of such forty days any time during which a

stop order issued under section 8 is in effect as to the security), or such shorter period as the Commission may specify by rules and regulations or order, and (c) transactions as to securities constituting the whole or a part of an unsold allotment to or subscription by such dealer as a participant in the distribution of such securities by the issuer or by or through an underwriter. With respect to transactions referred to in clause (b), if securities of the issuer have not previously been sold pursuant to an earlier effective registration statement the applicable period, instead of forty days, shall be ninety days, or such shorter period as the Commission may specify by rules and regulations or order.

"(2) Brokers' transactions, executed upon customers' orders on any exchange or in the over-the-counter market, but not the solicitation of such orders."

SEC. 12. The amendments made by this Act shall take effect as follows:

(1) The effective date of section 12(g)(1) of the Securities Exchange Act of 1934, as added by section 3(c) of this Act, shall be July 1, 1964.

(2) The effective date of the amendments to sections 12(b) and 15(a) of the Securities Exchange Act of 1934, contained in sections 3(a) and 6(a), respectively, of this Act, shall be July 1, 1964.

(3) All other amendments contained in this Act shall take effect on the date of its enactment.

Passed the Senate July 30, 1963.

Attest:

FELTON M. JOHNSTON,  
Secretary.

Mr. HARRIS. Mr. Speaker, I move to strike out all after the enacting clause of the bill S. 1642 and insert in lieu thereof the provisions contained in the bill H.R. 6793 as passed.

The motion was agreed to.

The bill was ordered to be read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

A similar House bill (H.R. 6793) was laid on the table.

#### GENERAL LEAVE TO EXTEND

Mr. HARRIS. Mr. Speaker, I ask unanimous consent that all Members have 5 legislative days to extend their remarks in the appropriate place of the RECORD.

The SPEAKER. Is there objection to the request of the gentleman from Arkansas?

There was no objection.

#### HOUSE SELECT COMMITTEE ON GOVERNMENT RESEARCH

Mr. ELLIOTT. Mr. Speaker, by direction of the Committee on Rules I call up House Resolution 810 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That the fourth paragraph of House Resolution 504, Eighty-eighth Congress, is amended by striking out "prior to December 1, 1964" and inserting in lieu thereof "prior to January 3, 1965".

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. ELLIOTT. I yield to the gentleman from Iowa.



Mr. GROSS. With what does this resolution deal, if I may ask the gentleman?

Mr. ELLIOTT. This resolution provides that the Select Committee on Government Research have until January 3, 1965, to file its reports instead of next December 1, as fixed in the original resolution.

I would like to say to the gentleman from Iowa that the passage of this resolution will not require any additional moneys for the operations of the committee.

Mr. GROSS. If the gentleman will yield further, I am delighted to hear that the resolution will require no further funds.

The SPEAKER. The question is on the resolution.

The resolution was agreed to.

A motion to reconsider was laid on the table.

#### CALL OF THE HOUSE

Mr. ROOSEVELT. Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. ROOSEVELT. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 204]

|                |               |               |
|----------------|---------------|---------------|
| Aiger          | Everett       | Norblad       |
| Avery          | Evins         | Passman       |
| Baring         | Finnegan      | Pillion       |
| Beckworth      | Green, Oreg.  | Randall       |
| Bennett, Mich. | Harvey, Mich. | Rhodes, Ariz. |
| Boiling        | Healey        | Riehlman      |
| Bolton         | Hébert        | Rumsfeld      |
| Frances P.     | Hoffman       | Senner        |
| Brock          | Jones, Mo.    | Sheppard      |
| Buckley        | Kee           | Shipley       |
| Cederberg      | Lankford      | Shriver       |
| Davis, Tenn.   | Lennon        | Thompson, La. |
| Diggs          | Lesinski      | Toll          |
| Dingell        | Lloyd         | Tollefson     |
| Edwards        | Miller, N.Y.  | Wallhauser    |

The SPEAKER. On this rollcall, 388 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

#### NATIONAL COMMISSION ON TECHNOLOGY, AUTOMATION, AND ECONOMIC PROGRESS

Mr. O'HARA of Michigan. Mr. Speaker, I ask unanimous consent to take from the Speaker's desk the bill (H.R. 11611) to establish a National Commission on Technology, Automation, and Economic Progress, and concur in the Senate amendments.

The Clerk read the title of the bill.

The Clerk read the Senate amendments, as follows:

Page 4, line 13, strike out "and" the second time it appears.

Page 4, line 14, after "Commission," insert: "and the Director of the United States Arms Control and Disarmament Agency,"

Page 4, lines 16 and 17, strike out "the Secretary".

Page 5, line 3, strike out "Commission" and insert: "President".

Page 5, line 3, after "appoint" insert: "by and with the advice and consent of the Senate and, without regard to the provisions of

the Classification Act of 1949, as amended, to fix the compensation of."

Page 6, line 17, strike out "\$2,000,000" and insert: "\$1,000,000".

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

Mr. GRIFFIN. Mr. Speaker, reserving the right to object—and I shall not object—I know that there are several Members on this side who would appreciate it if my colleague from Michigan would briefly explain what is taking place.

Mr. O'HARA of Michigan. The bill H.R. 11611 was passed by the House of Representatives to establish a National Commission on Technology, Automation, and Economic Progress. It was sent to the Senate, where it was amended in three particulars.

The first amendment, to section 6, involved a grammatical change with no change in substance.

The second amendment has to do with the appointment of the Executive Secretary of the Commission, providing for his appointment by the President, with the advice and consent of the Senate, and with respect to the fixing of his pay.

The final amendment reduces the authorization for appropriations from \$2 million to \$1 million.

Mr. GRIFFIN. Can the gentleman from Michigan assure me that the leadership on this side of the aisle is aware of the request now being made by the gentleman?

Mr. O'HARA of Michigan. It is my understanding that the gentleman from New Jersey [Mr. FRELINGHUYSEN], the ranking minority member of the committee, and the minority leader, the gentleman from Indiana [Mr. HALLECK], have both agreed to the unanimous-consent request.

Mr. GRIFFIN. Mr. Speaker, I withdraw my reservation.

Mr. TAFT. Mr. Speaker, reserving the right to object, Mr. Speaker, I would like to ask the gentleman from Michigan if there is any change whatsoever in the provisions relating to the subpoena powers involved as it originally passed the House.

Mr. O'HARA of Michigan. I want to assure the gentleman that there is no change whatsoever in the House provision with respect to that matter.

Mr. TAFT. I thank the gentleman for that assurance and, Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from Michigan?

There was no objection.

The Senate amendments were concurred in.

A motion to reconsider was laid on the table.

#### ACTION IN THE FAR EAST

(Mr. FOREMAN asked and was given permission to address the House for 1 minute and to revise and extend his remarks.)

Mr. FOREMAN. Mr. Speaker, I am thankful that this administration has finally recognized that extreme measures

taken in the defense of American naval ships and lives is no vice.

This provocative attack on our forces by the Communists could be expected as a result of our no-win, vacillating foreign policy. If we are to prevent escalated war and further hostile provocations, then the United States must make it unmistakably clear to the Communist aggressors that we will not back down in the defense of American lives and freedom, and further we are prepared to use whatever force necessary to maintain this firm foreign policy.

The U.S. retaliatory action was consistent with the positive dependable foreign policy action that I have been calling for since the beginning of this administration. This positive action, however, answers only a small part of the overall problem—we have more than a PT boat war on the mainland of Vietnam—and it is time for this administration to act decisively, and present a positive plan to win this war.

There is far less risk while we are strong and while the enemy is divided, and overextended, of using our strength as a shield, and our firm purpose as a sword, to settle without war, the claims of freedom and the crimes of tyranny. Wherever and whenever we moved from strength, we have moved closer to peace. Wherever we have moved from fear, indecision and weakness, we have moved closer to war.

#### COMMITTEE ON RULES

Mr. YOUNG. Mr. Speaker, I ask unanimous consent that the Committee on Rules may have until midnight tonight to file certain privileged reports.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

#### ECONOMIC OPPORTUNITY ACT OF 1964

Mr. YOUNG. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 806 and ask for its immediate consideration.

The Clerk read the resolution, as follows:

*Resolved*, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 11377) to mobilize the human and financial resources of the Nation to combat poverty in the United States. After general debate, which shall be confined to the bill and continue not to exceed six hours, to be equally divided and controlled by the chairman and the ranking minority member of the Committee on Education and Labor, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit with or without instructions. After the passage of the bill H.R. 11377, it shall be in order in the House to take from the Speaker's table the bill S.









Public Law 88-444  
88th Congress, H. R. 11611  
August 19, 1964

## An Act

To establish a National Commission on Technology, Automation, and Economic Progress.

*Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,* That Congress finds it imperative to accelerate the national effort to—

(a) identify and assess the past effects and the current and prospective role and pace of technological change;

(b) identify and describe the impact of technological and economic change on production and employment, including new job requirements and the major types of worker displacement, both technological and economic, which are likely to occur during the next ten years; the specific industries, occupations, and geographic areas which are most likely to be involved; and the social and economic effects of these developments on the Nation's economy, manpower, communities, families, social structure, and human values;

(c) define those areas of unmet community and human needs toward which application of new technologies might most effectively be directed, encompassing an examination of technological developments that have occurred in recent years, including those resulting from the Federal Government's research and development programs;

(d) assess the most effective means for channeling new technologies into promising directions, including civilian industries where accelerated technological advancements will yield general benefits, and assess the proper relationship between governmental and private investment in the application of new technologies to large-scale human and community needs;

(e) recommend, in addition to those actions which are the responsibility of management and labor, specific administrative and legislative steps which it believes should be taken by the Federal, State, and local governments in meeting their responsibilities (1) to support and promote technological change in the interest of continued economic growth and improved well-being of our people, (2) to continue and adopt measures which will facilitate occupational adjustment and geographical mobility, and (3) to share the costs and help prevent and alleviate the adverse impact of change on displaced workers.

SEC. 2. In order to carry out the objectives of this Act there is hereby established the National Commission on Technology, Automation, and Economic Progress, hereinafter referred to as the "Commission".

SEC. 3. The Commission shall be composed of fourteen members appointed by the President, by and with the advice and consent of the Senate, from among persons outside the Government with a competency in the areas to be dealt with by the Commission. The Commission shall be broadly representative and shall include not less than four members drawn equally from labor and management. One of the members shall be designated by the President as Chairman of the Commission. Eight members of the Commission shall constitute a quorum. Any vacancy in the Commission shall not affect its power, but shall be filled in the same manner in which the original appointment was made.

SEC. 4. The Commission shall make a comprehensive and impartial study and make recommendations from time to time as needed for constructive action in the areas designated in section 1 of this Act.

National Commission on Technology, Automation, and Economic Progress.

78 STAT. 462.  
78 STAT. 463.

Establishment.

Membership.

Duties.

|                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Pay.                              | SEC. 5. Members of the Commission appointed from outside Government shall each receive \$100 per diem when engaged in the actual performance of duties of the Commission.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |
| Federal Inter-agency Committee.   | SEC. 6. There is hereby established a Federal Interagency Committee consisting of the heads of the Departments of Agriculture, Labor, Commerce, Defense, Health, Education, and Welfare, and the National Aeronautics and Space Administration, and the Chairman of the Council of Economic Advisers, and the Director of the Office of Science and Technology, the Chairman of the Atomic Energy Commission, and the Director of the United States Arms Control and Disarmament Agency, or their designees, to advise the Commission and to maintain effective liaison with the resources of such departments and agencies. The Secretaries of Labor and of Commerce shall serve as Cochairmen of the Committee. |
| Personnel.                        | SEC. 7. (a) The Commission shall have power to appoint and fix the compensation of such personnel as it deems advisable, without regard to the provision of the civil service laws and the Classification Act of 1949, as amended. In addition, the Commission may procure temporary and intermittent services to the same extent as is authorized for the departments by section 15 of the Act of August 2, 1946 (60 Stat. 810), but at rates not to exceed \$75 per diem for individuals.                                                                                                                                                                                                                       |
| 63 Stat. 954.<br>5 USC 1071 note. | (b) The President is authorized to appoint by and with the advice and consent of the Senate and, without regard to the provisions of the Classification Act of 1949, as amended, to fix the compensation of, an executive secretary to oversee the work of the staff under the general direction of the Commission.                                                                                                                                                                                                                                                                                                                                                                                               |
| 5 USC 55a.                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| 78 STAT. 463.<br>78 STAT. 464.    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |
| Travel expenses, etc.             | SEC. 8. All members and other personnel of the Commission shall be reimbursed for travel, subsistence, and necessary expenses in accordance with law.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
| Administrative services.          | SEC. 9. The Department of Labor shall provide the Commission necessary administrative services (including those related to budgeting, accounting, financial reporting, personnel, and procurement) for which payment shall be made in advance, or by reimbursement, from funds of the Commission in such amounts as may be agreed upon by the Commission and the Secretary of Labor.                                                                                                                                                                                                                                                                                                                              |
| Hearings.                         | SEC. 10. The Commission, or on the authorization of the Commission, any subcommittee or panel thereof, may, for the purpose of carrying out its functions and duties, hold such hearings and sit and act at such times and places as the Commission or such subcommittee or panel may deem advisable.                                                                                                                                                                                                                                                                                                                                                                                                             |
| Contracts.                        | SEC. 11. The Commission is authorized to negotiate and enter into contracts with private organizations to carry out such studies and to prepare such reports as the Commission determines to be necessary in order to carry out its duties.                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |
| Information from other agencies.  | SEC. 12. The Commission is authorized to secure directly from any executive department, agency, or independent instrumentality of the Government any information it deems necessary to carry out its functions under this Act; and each such department, agency, and instrumentality is authorized and directed to cooperate with the Commission and, to the extent permitted by law, to furnish such information to the Commission, upon request made by the Chairman.                                                                                                                                                                                                                                           |



SEC. 13. The Commission shall submit a final report of its findings and recommendations to the President and the Congress by January 1, 1966. The Commission shall cease to exist thirty days after submitting its final report.

Report to President and Congress.

SEC. 14. There are hereby authorized to be appropriated to the Commission, out of any money in the Treasury not otherwise appropriated, such sums not in excess of \$1,000,000, as may be necessary to carry out the provisions of this Act.

Appropriation.

Approved August 19, 1964.

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LEGISLATIVE HISTORY:

HOUSE REPORT No. 1554 (Comm. on Education & Labor).

SENATE REPORT No. 1268 (Comm. on Labor & Public Welfare).

CONGRESSIONAL RECORD, Vol. 110 (1964):

July 21: Considered and passed House.

July 31: Considered and passed Senate, amended.

Aug 5: House concurred in Senate amendments.

